DOCUMENT RESUME

ED 308 298 CE 052 658

AUTHOR	Martinson, Karin; Riccio, James
TITLE	GAIN: Child Care in a Welfare Employment Initiative. California's Greater Avenues for Independence Program.
INSTITUTION	Manpower Demonstration Research Corp., New York, N.Y.
SPONS AGENCY	California State Dept. of Social Services, Sacramento.
PUB DATE	May 89
NOTE	146p.; For a related document, see CE 052 657.
AVAILABLE FROM	Manpower Demonstration Research Corporation, Three Park Avenue, New York, NY 10016.
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC06 Plus Postage.
DESCRIPTORS	Adult Basic Education; Compliance (Legal); *Day Care; Employment Programs; High School Equivalency Programs; *Job Training; *Participant Satisfaction; Program Development; Program Implementation; State Legislation; *State Programs; *Welfare Recipients; Welfare Services
IDENTIFIERS	*California; *Greater Avenues for Independence Program

ABSTRACT

California's Greater Avenues for Independence (GAIN) program requires that large numbers of welfare recipients receive job training and preparation for employment. Another component of the program addresses the child care needs of program participants. A survey of 626 single-parent program registrants in the first eight counties in which the program was implemented was conducted to determine the effectiveness of the child care program. The study found that: (1) approximately 10 percent of all mandatory registrants and 39 percent of all volunteers used GAIN-funded child care while in the program; (2) approximately 2 percent of the mandatory participants and 5 percent of the volunteers used GAIN-funded transitional child care while in initial stages of employment; (3) a majority of the respondents knew about the GAIN-funded child care; (4) more than half of GAIN participants said their youngest child was in school when they participated; and (5) although some respondents had child care problems, a large majority rated the arrangements very dependable. The study noted that the GAIN child care component is still evolving and will be changing in the future. (The document includes numerous data tables, the survey questions, and methodology.) (KC)

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ED308298

GAIN:

Child Care in a Welfare Employment Initiative

California's Greater Avenues for Independence Program

Karin Martinson
James Riccio

U.S. DEPARTMENT OF EDUCATION
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GAIN: CHILD CARE

IN A WELFARE EMPLOYMENT INITIATIVE

California's Greater Avenues for Independence
(GAIN) Program

Karin Martinson
James Riccio

Manpower Demonstration
Research Corporation

May 1989

The Manpower Demonstration Research Corporation's multi-year evaluation of the California Greater Avenues for Independence (GAIN) program is funded by a contract from California's State Department of Social Services. This report is the third in the series on the GAIN program. The findings in this report do not necessarily represent the official position or policy of the funder.

PREVIOUS MDRC REPORTS ON GAIN

GAIN: Planning and Early Implementation, by John Wallace and David Long, April 1987.

GAIN: Early Implementation Experiences and Lessons, by James Riccio, Barbara Goldman, Gayle Hamilton, Karin Martinson, and Alan Orenstein, April 1989.

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ACKNOWLEDGMENTS

The authors benefited from the assistance of many people in designing and executing this study of child care in California's GAIN program. The support of the county welfare directors and staff in the eight counties studied is very much appreciated. The authors particularly thank Pat Cragar, Donna Gaghagen (Butte County); Patrick Hendrix (Fresno County); Dorothy Schalwitz, Melinda Shipley (Kern County); Lynne Vaughan, Joyce Kuehle (Napa County); Madelyn Martin, Beth Johnson (San Mateo County); Alette Lundeberg, Kathy Gallagher, Janel Jannusch, Karyn Adams (Santa Clara County); Lyndalee Whipple, Chris Johnson, Betty Kling (Stanislaus County); Ruth Irussi, Helen Reburn, Melissa Pacheco (Ventura County). Comments on the design of the study by Jo Mueller of Alameda County and Richard Mendoza of Orange County are also appreciated.

At the State Department of Social Services, staff played an essential role in defining the scope and content of the study. The authors are especially grateful to Dennis Boyle, Kathy Lewis, Del Sayles, Bruce Wagstaff, Tom Burke, Lynne Reich, Jan Howard, and Helen Tsai. Members of California's legislative staff offered additional guidance in planning the study. The authors particularly appreciate the contributions of Allen Davenport, Jack Hailey, Joyce Iseri, Andrea Kane, Sara McCarthy, Traci Stevens, and Paul Warren.

Helpful suggestions on the selection and wording of interview questions were also provided by Kevin Aslanian (Coalition of California Welfare Rights Organizations), Lee Kemper (County Welfare Directors Association), Patricia Siegal and Merle Lawrence (California Child Care Resource and Referral Network), and Heidi Strassburger (Child Care Law Center).

The efficient and effective work of staff at NuStats, Inc., in formatting the interview instrument and fielding the survey was essential to the successful completion of this project. The diligent efforts of Carlos Arce and Mark Douglas are especially appreciated.

This report is part of MDRC's larger, on-going evaluation of California's GAIN program. Barbara Goldman, project director and co-principal investigator, and David Long, co-principal investigator, provided general guidance for the study. John Wallace has played a leadership role in the overall evaluation as regional manager of MDRC's California office. The report also benefited from the comprehensive review of earlier drafts by Judith Gueron, President of MDRC, as well as by Michael Bangser, Gayle Hamilton, and Janet Quint.

At MDRC, management of the survey effort was performed by Anne Van Aman, under the guidance of Karen Paget, who directs the data collection effort for the GAIN evaluation. Vilma Ortiz and Judith Auerbach, consultant, assisted in developing the interview questions. Critical programming and related tasks were performed by John Wooden, Daniel Edelstein, and Paul Downs, under the supervision of Greg Hoerz. Linda Traeger and Sharon Rowser performed liaison functions with the counties. Helpful comments and assistance were also provided by other members of MDRC's GAIN evaluation team. Judith Greissman edited the report. Word processing was performed by Claudette Edwards, Patt Pontevolpe, and Stephanie Amy Cowell.

The Authors

PREFACE

The largest and one of the most ambitious state welfare employment initiatives to date, California's Greater Avenues for Independence (GAIN) program requires the state's 58 counties, which administer welfare, to offer comprehensive employment-related services, including basic education, to those welfare recipients obligated to participate. They, in turn, are obliged to engage in employment activities continuously while they are on the rolls. Other recipients may volunteer for the program.

Built into the legislation was an unusually strong commitment to providing for child care so that registrants in GAIN would be able to take full advantage of the program. The legislation stipulated that GAIN pay for a wide spectrum of arrangements (by family and friends as well as by licensed providers), assist registrants in locating child care, and pay the regional market rate. GAIN is one of the few welfare employment programs to include "transitional" as well as in-program child care funding, to be used during GAIN registrants' first three months of employment.

This report is the third in MDRC's ongoing evaluation of GAIN, conducted under contract to the State Department of Social Services. It is the first to focus on a single feature of the program -- a mark of the importance of child care issues to policymakers, administrators, and others. Like MDRC's recently completed second report on GAIN, the present one analyzes the early experiences of eight of the first ten counties to implement the program. It examines the kinds of child care used by registrants while in the program and during their first months of employment; the extent to which they understood GAIN's child care provisions and used its funds; their preferences in child care arrangements; and their degree of satisfaction with their own arrangements.

The timing of this report increases its relevance to a broad audience. The Family Support Act of 1988 offers states more federal funds for expanded state welfare employment initiatives. Provision of child care and funding for it figure prominently in the act, and California's experience, while not typical of all the states, is instructive.

Gratitude is due the staff at the eight counties MDRC studied for this report and, most particularly, the GAIN registrants who responded to MDRC's survey. Their cooperation has helped to build knowledge that will further the goals of welfare reform.

Judith M. Gueron
President

EXECUTIVE SUMMARY

The 1980s have witnessed an increased interest in preparing welfare recipients for employment as a means of curtailing long-term dependence. Because most recipients are single mothers, the availability and adequacy of child care has become an important issue. Welfare employment programs have thus typically offered to pay for child care, although fewer have provided direct payments after recipients have left the program to take jobs.

This report addresses the child care experiences and perceptions of single parents in California's comprehensive welfare employment initiative, the Greater Avenues for Independence (GAIN) program. Enacted in 1985, the GAIN legislation requires that each of California's 58 counties offer applicants to and recipients of Aid to Families with Dependent Children (AFDC) a range of employment-related services in a complex program model, usually beginning with basic education or job search and also including vocational education and training. Participation in GAIN is mandatory for two groups: single parents with school-age children (most of them mothers) and the principal wage earner in two-parent families (most of them fathers). They are registered and required to attend activities continuously until they either leave welfare or are excused from participating. Single parents with preschool-age children may volunteer for the program.

To enable registrants to take full advantage of GAIN activities, the legislation calls for GAIN to assist those with children under the age of twelve in locating child care providers. GAIN will pay for the child care. The legislation further stipulates that registrants must have some choice in selecting providers, and that they do not have to participate in GAIN unless child care is available. Registrants are also entitled to "transitional child care" payments if they leave AFDC for employment. During the period of this study, the policy was to provide these payments for three months. Both in-program and transitional child care may be supplied by government-licensed day care homes and centers as well as by providers who are not required to be licensed (such as a registrant's family and friends). Providers are to be paid up to the regional market rate.

History offers little guidance for estimating child care expenses in a long-term welfare employment program such as GAIN. Since most previous programs were limited to relatively short-term job search and unpaid work experience, and were serving parents of school-age children, many participants could attend activities while their children were in school or could manage with informal, unpaid arrangements. Although, for some, program-funded child care was essential, the characteristics of the programs and their participants meant that child care costs seldom amounted to more than a small fraction of total program operating expenses.

California officials allocated a comparatively high level of resources for GAIN child care. This reflected an expectation that GAIN's larger scale and the extended duration of many of its services would increase the demand for child care over that experienced in past welfare

employment programs. The anticipated cost of transitional child care and the desire to assure adequate care also influenced the funding decision. Yet, since the inception of GAIN, expenditures for child care have been substantially below those projected. In fiscal year 1987-88, for example, approximately $20 million was allocated and $7 million was spent. This has raised a number of questions, including whether registrants fully understood their entitlement to child care, were allowed the required degree of choice in selecting providers, and were finding care that suited their needs and preferences.

This report was prepared by the Manpower Demonstration Research Corporation (MDRC), under contract to California's Department of Social Services, the state agency responsible for supervising the counties' operation of GAIN. The study is part of MDRC's ongoing evaluation of GAIN and supplements a recently completed report on the operation of the program during an early period in eight of the first counties to implement it: Butte, Fresno, Kern, Napa, San Mateo, Santa Clara, Stanislaus, and Ventura.[1]

Most of the findings in this study are from a survey of 626 single-parent registrants who attended a program orientation and appraisal, the stage at which GAIN's activities and support services, including child care, are explained. The sample consists of mandatory registrants in the eight counties and volunteers in four of them. All of these registrants entered GAIN between December 1986 and June 1987. The survey (largely by telephone) was conducted during the fall of 1988, fourteen to twenty-four months after the individuals registered for GAIN. While most of the findings are based on this sample, parts of the analysis draw upon a larger sample of all single parents registered for the program. In addition, primarily to assess the communication of GAIN's child care policies at a more mature stage of program operations, but also to minimize the chances that recall problems would affect respondents' answers, a supplemental sample of 226 registrants who enrolled in GAIN more recently (January and February 1988) in three counties was interviewed. Finally, the study used information collected through field interviews with program staff, a survey of staff, and observation of program operations. (Registrants from two-parent families were excluded from the analysis, primarily because they are usually ineligible for GAIN-funded child care owing to the other parent's availability to provide the care.)

The Use of GAIN-Funded In-Program Child Care

- **Approximately 10 percent of all mandatory registrants and 39 percent of all volunteers used GAIN-funded child care while in the program. Most of those who did not use this assistance did not meet the criteria for receiving it.**

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[1]James Riccio, Barbara Goldman, Gayle Hamilton, Karin Martinson, and Alan Orenstein, GAIN: Early Implementation Experiences and Lessons, New York: Manpower Demonstration Research Corporation, 1989.

To be eligible for in-program child care funds from GAIN, a registrant must attend an orientation, have a child under the age of twelve, and participate in program activities. (GAIN also pays for child care during attendance at orientation, but registrants' use of those funds is not addressed by this report.) Figure 1, which is based on estimates from the larger sample of single-parent registrants as well as results from the child care survey, shows the number of registrants who met these criteria and actually used GAIN funds. Of 100 typical mandatory registrants, 79 attended a program orientation, but only 55 of those 79 had a child under the age of twelve. About 36 of the 55 registrants went on to participate in a GAIN activity. (Many registrants who did not attend an orientation, or did attend but did not enter an activity, were at some point during the period of the study no longer expected to participate in GAIN under the program's deregistration and deferral policies: they found a job, left welfare, or were excused from participating for other reasons.)

Twenty-four of the 36 participants used a child care arrangement at least part of the time while attending GAIN activities, and 10 of these 24 used GAIN funds. Eleven of the 36 participants did not use an arrangement because their child was in school while they were attending activities. The one remaining "typical registrant" did not report having a child in school or using child care arrangements.

Volunteers, nearly all of whom had a preschool-age child when they registered for the program and thus had different child care needs, were more likely to meet the criteria for obtaining GAIN-funded care. As Figure 1 shows, approximately 39 of 100 typical voluntary registrants used GAIN child care funds -- a rate four times as high as that of the mandatory registrants. However, since volunteers represented only a small segment of all GAIN registrants (about 11 percent in the counties studied, as of December 1987), they accounted for a much smaller share of the program's child care expenditures than did mandatory registrants.

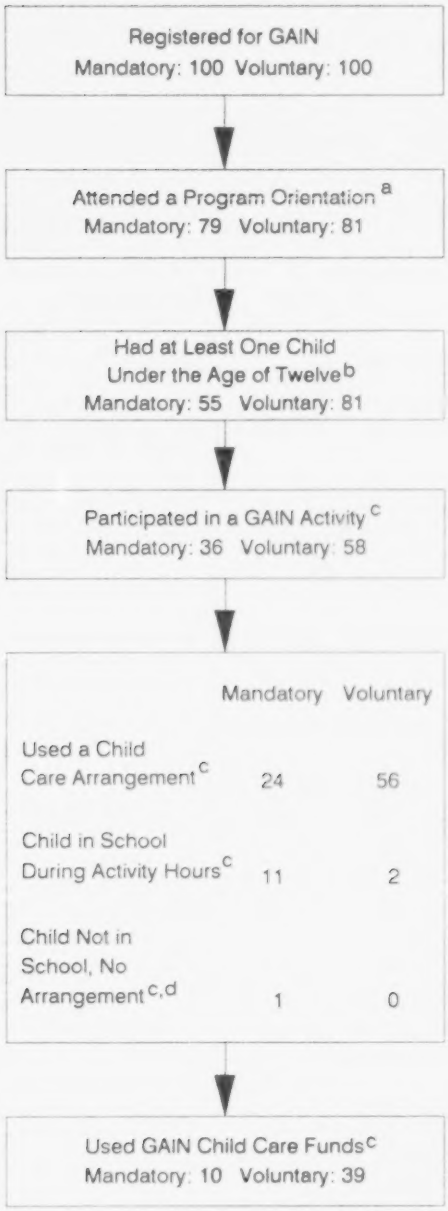
Among all survey respondents who attended an orientation but did not enter a GAIN activity, only 5 percent cited the unavailability of child care as their primary reason for not participating. Most reported that they had become employed or were not required to participate for other reasons.

- **Among actual participants in a GAIN activity, 29 percent of the mandatory group and 68 percent of the volunteers used a GAIN-funded child care arrangement for their youngest child.**

Whereas Figure 1 illustrates the use of child care arrangements and GAIN funds among all single-parent registrants with children under the age of twelve, Figure 2 focuses on only those who actually participated in a GAIN activity. (This is the group represented by the 36 mandatory participants and 58 voluntary participants shown in the fourth box of Figure 1.) Figure 2 illustrates that the majority of registrants who participated in GAIN activities used a child care arrangement for their youngest child. Sixty-six percent of the mandatory participants used an arrangement, and 44 percent of those with arrangements (or 29 percent of all mandatory participants) used GAIN funds. These rates were substantially higher among

Figure 1

Estimated Eligibility for and Use of In-Program Child Care for 200 Typical Single-Parent Mandatory and Voluntary GAIN Registrants


Registered for GAIN
Mandatory: 100 Voluntary: 100
Attended a Program Orientation a
Mandatory: 79 Voluntary: 81
Had at Least One Child Under the Age of Twelve b
Mandatory: 55 Voluntary: 81
Participated in a GAIN Activity c
Mandatory: 36 Voluntary: 58
Mandatory Voluntary
Used a Child Care Arrangement c 24 56
Child in School During Activity Hours c 11 2
Child Not in School, No Arrangement c,d 1 0
Used GAIN Child Care Funds c
Mandatory: 10 Voluntary: 39

[a] This estimate is based on data from MDRC's second report on GAIN. It differs from the estimate presented in Chapter 4 of that report for two reasons: (1) it is not weighted to reflect the size of each county's caseload, and (2) it is not based on a fixed follow-up period of six months.

[b] This estimate is based on demographic data from MDRC's second report on GAIN.

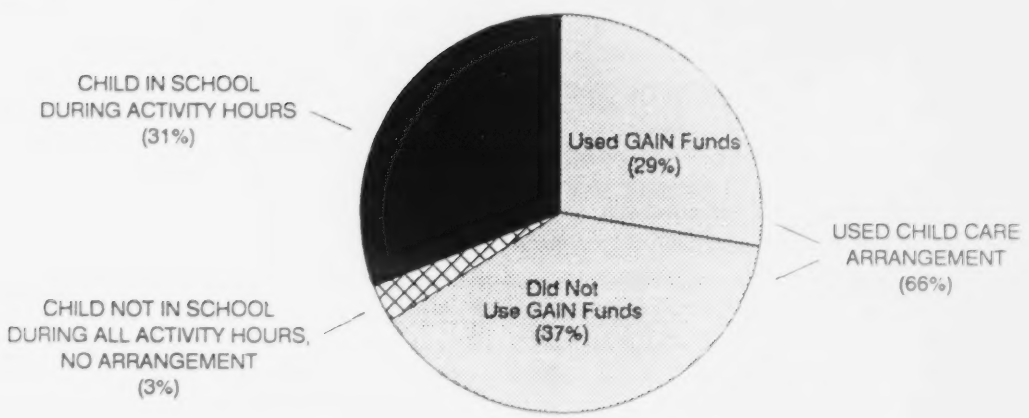
[c] This estimate is based on reponses to the MDRC Child Care Survey.

[d] This category indicates that the child was not in school for the entire part of the day the registrant was at the GAIN activity and that no child care arrangement was used.

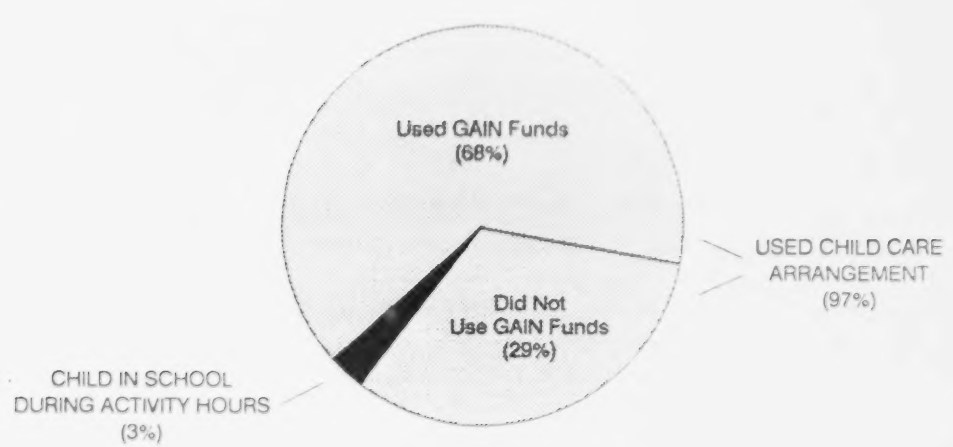
Figure 2

Use of Child Care Arrangements
and Child Care Funds During GAIN Activities
by Single-Parent Mandatory and Voluntary Participants
Who Had a Child Under the Age of Twelve

Mandatory AFDC-FG Participants



Voluntary AFDC-FG Participants



voluntary participants: 97 percent of this group used an arrangement, and 70 percent of those with arrangements (or 68 percent of all voluntary participants) used GAIN funds.

Several factors may explain why some participants who used child care arrangements did not use GAIN funds to pay for them, but the precise reasons could not be determined from this study. Some participants may not have understood their entitlement to these funds, although most did, as noted later. Others may not have wanted to go through the inconvenience of having a provider authorized to receive GAIN funds and having a payment system set up. Also, relatives or friends may have provided the care at no cost, and some of them may themselves have been on AFDC, in which case payments for their services would have merely been deducted from their welfare grants as income.

The Use of GAIN-Funded Child Care During Employment

- **Approximately 2 percent of the mandatory registrants and 5 percent of the volunteers used GAIN-funded transitional child care. Most registrants did not become eligible for these funds, and many who were eligible did not use them. Among registrants who left welfare for employment, about one-sixth of the mandatory group and one-fourth of the volunteers used these funds.**

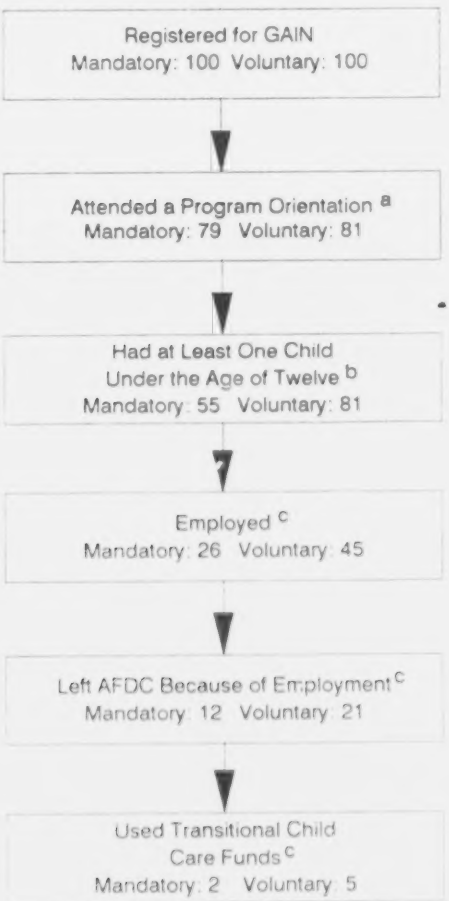
Among survey respondents -- that is, registrants who attended an orientation and had a child under the age of twelve -- 48 percent of the mandatory group and 56 percent of the volunteers reported being employed at some point during the follow-up period. (The employment rate among other registrants is unknown because they were not included in the child care survey.) Most of these employed respondents -- 78 percent of the mandatory registrants and 98 percent of the volunteers -- used a child care arrangement for their youngest child during their most recent job.

All GAIN registrants who, in addition to being employed, had attended an orientation, had a child under the age of twelve, and left welfare for employment were eligible for GAIN-funded transitional child care. Figure 3 shows that, of a typical 100 mandatory registrants, 26 met the first three of these criteria. Twelve of these 26 also left welfare as a result of taking a job, and 2 of these 12 (one-sixth) used transitional child care funds. Among volunteers, 21 of 100 met all four eligibility criteria, and 5 of these 21 (about one-fourth) used transitional funds.

Some of the registrants who were eligible for but did not use transitional child care funds said during their interviews that they either did not want or did not need child care. This would have been the case, for example, for parents whose children were in school the entire time they were at work or parents whose children were looked after free of charge by friends or relatives. Still other registrants said that they had not been informed that transitional funds were available, a point addressed later in this discussion.

Figure 3

Estimated Eligibility for and Use of Transitional Child Care Funds for 200 Single-Parent Mandatory and Voluntary GAIN Registrants


Registered for GAIN
Mandatory: 100 Voluntary: 100
Attended a Program Orientation [a]
Mandatory: 79 Voluntary: 81
Had at Least One Child Under the Age of Twelve [b]
Mandatory: 55 Voluntary: 81
Employed [c]
Mandatory: 26 Voluntary: 45
Left AFDC Because of Employment [c]
Mandatory: 12 Voluntary: 21
Used Transitional Child Care Funds [c]
Mandatory: 2 Voluntary: 5

[a] This estimate is based on data from MDRC's second report on GAIN. It differs from the estimate presented in Chapter 4 of that report for two reasons: (1) it is not weighted to reflect the size of each county's caseload, and (2) it is not based on a fixed follow-up period of six months.

[b] This estimate is based on demographic data from MDRC's second report on GAIN.

[c] This estimate is based on reponses to the MDRC Child Care Survey.

Many registrants combined work and welfare -- a particularly important reason for the lower than expected use of transitional child care funds. Among all registrants who attended an orientation, had a child under the age of twelve, and became employed, about 54 percent remained on welfare, not earning enough from their jobs to leave it. Under AFDC rules, earned income reduces a recipient's benefits; however, particularly in relatively high-grant states such as California (where, for example, a family of three receives $663 per month), earnings are often not enough to make an individual completely ineligible for welfare.

Although earned income reduces welfare benefits, the reduction is less for a single-parent recipient who pays for child care in order to work. Thus, while GAIN registrants who become employed but do not leave welfare are not eligible for transitional child care, the child care allowance made when computing AFDC payments provides them, in effect, with another form of public subsidy. However, that allowance -- capped at $160 per child per month -- may be less than transitional child care payments would have been if they were available.

Registrants' Recollection of Child Care Information

The child care survey included a set of questions asking respondents whether they had been informed by the counties of several key features of GAIN's child care provisions. Because the survey took place many months after the orientations and appraisals in which these features were explained, respondents' answers reflected not only what actually occurred -- what information was communicated to them, and in what manner -- but also their memory of those sessions.

- **Roughly three-quarters of the respondents recalled being informed that GAIN would assist them in finding child care and would pay for it, whether it was provided by family and friends or by licensed day care homes and centers. About 45 percent reported knowing about transitional child care.**

MDRC's observations of orientations and appraisals revealed that the counties did inform registrants about GAIN's child care policies. These policies were also described in the program handbook that was given to registrants. However, the volume and complexity of the information about GAIN, and the perfunctory nature of the orientations in many of the counties, probably resulted in some registrants not hearing or focusing on all of these child care provisions. Based on respondents' survey answers, it appears that the counties communicated information about transitional child care much less effectively than they communicated information about in-program care. In addition, only 17 percent of respondents in the mandatory group recalled that they did not have to participate in GAIN if they could not find child care.

A higher proportion of respondents from the supplemental sample, who entered GAIN more recently, reported being informed of GAIN's child care policies, although the change was only slight for some provisions. A combination of reduced recall problems and

improvements in county practices probably explains the changes.

Overall, in accounting for the lower than anticipated program expenditures for child care, the presentation of GAIN's policies to registrants appears less important than the degree to which registrants met the criteria for receiving GAIN funds (as shown in Figures 1 and 3).

Types of Child Care and Parental Perceptions

- **More than one-half of the respondents in the mandatory group who participated in GAIN activities during the school year said that their youngest child was in school when they attended those activities. Most of the others used family members or other forms of non-center care. Few used day care centers. Among voluntary participants, center-based care was the most commonly reported arrangement.**

Figure 4 illustrates the extent to which respondents who participated in GAIN activities used various types of child care arrangements while they were engaged in their most recent GAIN activity. It shows that 48 percent of voluntary participants used day care centers but only 11 to 15 percent of participants in the mandatory group used them. During the summer, when their youngest child was out of school, 52 percent of mandatory participants relied on relatives for child care (a large increase from 17 percent during the school year).

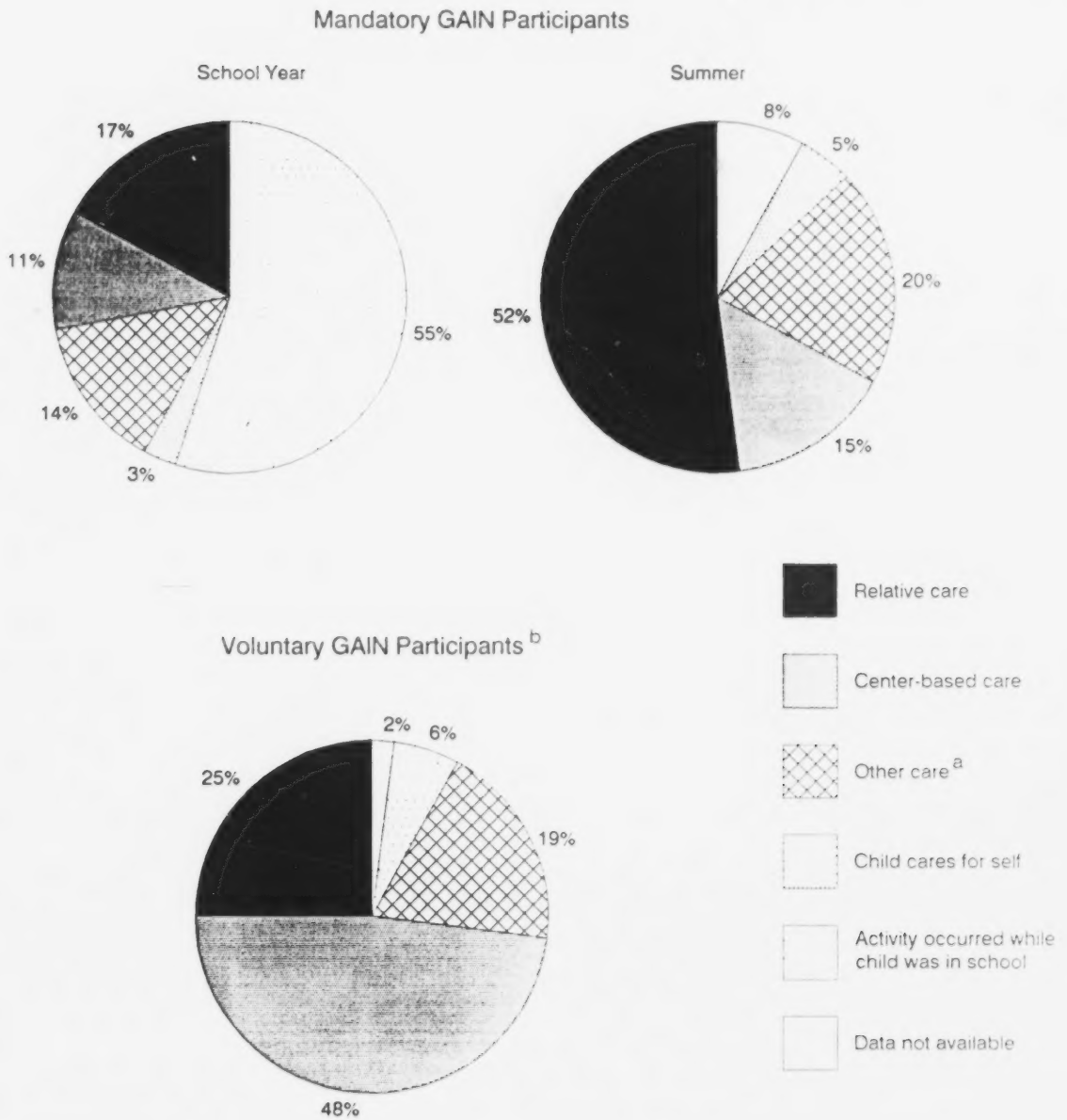
Among employed respondents, volunteers were again more likely to use day care centers. (Child care arrangements during employment are not included in Figure 4.) Within the mandatory group, 41 percent of employed respondents did not need child care for their youngest child during the school year because he or she was in school while they were at work. Among those who did use child care arrangements -- during either the school year or the summer -- most used family members or non-relative care other than day care centers.

- **A majority of the respondents who used child care arrangements while in GAIN indicated that they were using their preferred type of care. The mandatory group more strongly favored using family and friends than did the volunteers.**

Survey respondents who participated in GAIN activities and who used a child care arrangement were asked whether they would choose their most recent arrangement again. A substantial majority (86 percent) said that they would. When asked whether they would have chosen that arrangement if they could have chosen any type of child care (a question encouraging them to disregard practical constraints such as availability and cost), a smaller proportion, but still a majority (58 percent), said that they would have chosen the same arrangement. Of those preferring a different arrangement, about one-half said that they would have preferred a day care center or preschool.

Figure 4

Distribution of Child Care Arrangements for
Youngest Child During Most Recent GAIN Activity
for Single-Parent Mandatory and Voluntary Participants
Who Had a Child Under the Age of Twelve



[a]This category includes child care provided by friends, family day care homes, and other non-relatives excluding centers and schools.

[b]The analysis does not distinguish between volunteers' child care arrangements during the regular school year and the summer months because a majority of this group did not have school-age children.

Of those in the mandatory group using a child care arrangement, 54 percent said that they preferred family and friends, while 20 percent preferred licensed homes and centers. The remaining 26 percent expressed no strong preference. Among volunteers 28 percent preferred family and friends, 30 percent preferred licensed care, and 42 percent had no strong preference. Overall, a majority (ranging from 51 percent to 76 percent) of those who did state a preference used their preferred form of child care.

The survey also inquired into respondents' perceptions of whether county staff had attempted to influence their choice of providers. Two-thirds of those using child care arrangements reported that they were not encouraged to use formal arrangements (such as day care centers) rather than family and friends, or vice versa, or that both had been encouraged equally.

- **Some respondents indicated that they had problems with child care during their involvement in GAIN or when they were employed, although a large majority rated their arrangements as "very dependable."**

About 18 percent of all respondents who participated in a GAIN activity reported having had problems with child care for any of their children under the age of twelve. About 11 percent of all respondents had missed more than one or two sessions of their GAIN activities because they did not have a child care provider or their provider was not available. Twelve percent said that they had to leave their child at home without a babysitter when they were attending GAIN activities (few had to do this regularly). This situation occurred more frequently among the mandatory group, whose children were older. Approximately two-thirds of the participants reported staying home from their GAIN activities at some point because their child was ill.

Among respondents who both participated in GAIN activities and used a child care arrangement, 87 percent described their most recent arrangement for their youngest child as "very dependable," while only one percent described it as "very undependable." Twenty-six percent said that they had changed their arrangement for their youngest child at some point during the program.

Employed registrants gave a generally similar pattern of responses.

* * *

This study provides new information about child care usage, experiences, and preferences among welfare recipients active in GAIN and entering employment. It should be noted that the report is being released during a time of change. The GAIN program is being newly implemented in some counties and is evolving in others. In addition, the Family Support Act of 1988, which sets new conditions for state welfare employment programs and funding for

child care, calls for twelve months of transitional child care. It also requires the participation of single parents with children as young as three years of age (or as young as one year of age, at state option). The findings of this report should be viewed in this context.

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LIST OF ABBREVIATIONS

AFDC	Aid to Families with Dependent Children
AFDC-FG	Aid to Families with Dependent Children - Family Group
AFDC-U	Aid to Families with Dependent Children - Unemployed Parent
GAIN	Greater Avenues for Independence
GED	General Educational Development (high school equivalency) Certificate
MDRC	Manpower Demonstration Research Corporation
PREP	Pre-Employment Preparation

I. INTRODUCTION

In 1985 the California legislature enacted a new welfare employment initiative, the Greater Avenues for Independence (GAIN) Program, mandating that large numbers of welfare recipients engage in activities designed to move them into jobs and off welfare. The GAIN legislation requires that each of the state's 58 counties offer recipients a range of employment-related services, usually beginning with basic education or job search and including vocational education and training. Recipients who meet certain criteria are to participate in these activities continuously until they leave welfare or are officially excused from participating.

Recognizing that a lack of child care could hinder participation in GAIN, the legislation stipulates that GAIN will provide child care assistance to individuals who participate in the program and who need it. In addition, to ease the transition from welfare to work, the program will pay three months of child care for registrants who leave welfare for employment.

Since the inception of GAIN, however, the utilization of funds set aside by the state to pay for child care has been below the projected level. In fiscal year 1987-88, for example, approximately $20 million was allocated for child care, while expenditures totaled $7 million.[1] This discrepancy raised a number of questions. Did the program registrants fully understand what child care assistance they were entitled to receive? Were they allowed some choice in selecting child care providers, as the legislation required? Did they find care that suited their needs and preference at a cost that fell within the GAIN guidelines?

California's Department of Social Services, the state agency responsible for supervising the counties' implementation and operation of GAIN, requested that the Manpower Demonstration Research Corporation (MDRC) study these and related questions.[2] The study is part of MDRC's ongoing evaluation of GAIN and supplements its second report, which analyzes the early operation of the program.[3] The second report and the present one focus

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[1]State of California, Department of Social Services.

[2]California's counties are responsible for administering Aid to Families with Dependent Children (AFDC), the major federally funded welfare program, and GAIN under the supervision of the State Department of Social Services.

[3]MDRC's first report on GAIN discussed the process, at the state and county levels, through which county plans for implementing GAIN were developed. (See John Wallace and David Long, with Karin Martinson, GAIN: Planning and Early Implementation, New York: Manpower Demonstration Research Corporation, 1987.) The second report analyzes the early implementation and operational experiences of the eight counties included in this report. (See James Riccio, Barbara Goldman, Gayle Hamilton, Karin Martinson, and Alan Orenstein, with David Long, Stephen Freedman, Electra Taylor, and John Wallace, GAIN: Early Implementation Experiences and Lessons, New York: Manpower Demonstration Research Corporation, 1989.) Future reports will analyze the operational experiences of other counties, the effects of GAIN on welfare recipients' employment, earnings, and welfare receipt, and the (continued...)

on eight of the first counties to implement the program. These eight counties encompassed the vast majority of all registrants during the program's first two years of operations;[4] therefore, their experiences are representative of GAIN's early history.

Three of the counties -- Fresno, Kern, and Stanislaus -- are agricultural areas in California's large central valley. Two others, San Mateo and Santa Clara (which includes the city of San Jose), are urban counties located in the San Francisco Bay area. The remaining three counties -- Butte, Napa, and Ventura -- include both small cities and rural areas. Fresno and Santa Clara have large welfare caseloads of more than 20,000 each; the others have between 1,000 and 15,000 each. Accordingly, the scale of the GAIN program varied widely, from fewer than 500 registrants in Napa to close to 15,000 registrants in Fresno.[5]

This report is based primarily on the results of a survey (mostly by telephone) of a sample of registrants who entered GAIN during its first year of implementation. It addresses three major questions:

1. Why was the use of GAIN child care funds lower than anticipated during the early period of program operations? The study explores the flow of participants into GAIN activities, their eligibility for GAIN child care funds, and their actual use of child care arrangements and funds, all of which could have affected the overall level of expenditures. It also examines how aware participants were of the child care services to which they were entitled under GAIN.

2. What types of child care arrangements were used by participants in GAIN? The study shows the variety and prevalence of child care arrangements and the different patterns of use by mandatory and voluntary participants. It also examines participants' own perceptions of these arrangements and explores whether problems of child care interfered with participation in GAIN.

3. What types of child care arrangements were used by those who left GAIN for employment? The study explores patterns, perceptions, and problems of child care arrangements of those who left the program to take jobs. Additionally, it examines the cost of the care during employment.

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[3](...continued)
economic benefits and costs of the program from the perspectives of the welfare population and the government budget.

[4]Overall, these eight counties represent 95 percent of the AFDC caseload of the early-starting counties and 14 percent of the state's total AFDC caseload.

[5]As of December 1987, Napa and San Mateo had the smallest of the GAIN programs studied, each with fewer than 1,000 registrants. Butte, Ventura, Kern, and Stanislaus had medium-sized programs, each with approximately 2,500 registrants. Santa Clara and Fresno had programs that were at least five times that large. For further details see Riccio et al., 1989, Chapter 2.

Section II of this report outlines the GAIN program model and child care policies. Section III describes the child care survey used for the study, how the sample of registrants to be interviewed was selected, the demographic characteristics of the survey respondents, and the other sources of data used in the analysis. Section IV presents an overview of the extent to which registrants met the criteria for and used GAIN's in-program and transitional child care funds. Section V examines county practices in informing registrants about GAIN's child care provisions, staff perceptions of this process, and registrants' reports on the information they were given. Section VI examines the types of child care that registrants used during their involvement in GAIN activities and their perceptions of those arrangements. Section VII examines these same issues -- as well as child care costs -- for employed registrants.

II. THE GAIN PROGRAM

This section presents a brief description of the GAIN program model and the child care provisions of the program.

A. The GAIN Program Model

To understand the use of child care in the GAIN program, it is important to recognize that participation in the program is mandatory for certain groups receiving or applying for Aid to Families with Dependent Children (AFDC). By far the largest such group consists of single parents with school-age children (age six and above) -- AFDC-Family Group (AFDC-FG) applicants and recipients. Also mandated to participate is the principal wage earner in two-parent households -- AFDC-Unemployed Parent (AFDC-U) applicants and recipients. AFDC-FG applicants and recipients who are not mandatory participants, primarily single parents with children under the age of six, may volunteer for the program. (It should be noted that single parents with preschool-age children who are mandated to participate in a welfare employment program are likely to have different characteristics than those who volunteer; consequently, their child care needs and experiences may be different from the results reported here.)

The GAIN legislation prescribes a sequence of program services that varies according to an individual's welfare history, employment experience, and educational level. Figure 1 illustrates the sequence in simplified form.

Following registration at an income maintenance office and referral to GAIN, an individual attends a program orientation and appraisal. Included in this process is the completion of a basic reading and mathematics test. The registrant is then either assigned to a GAIN activity or "deferred," that is, temporarily excused from participation for such reasons as part-time employment, illness, or family crises.[6] At the time they are appraised, registrants

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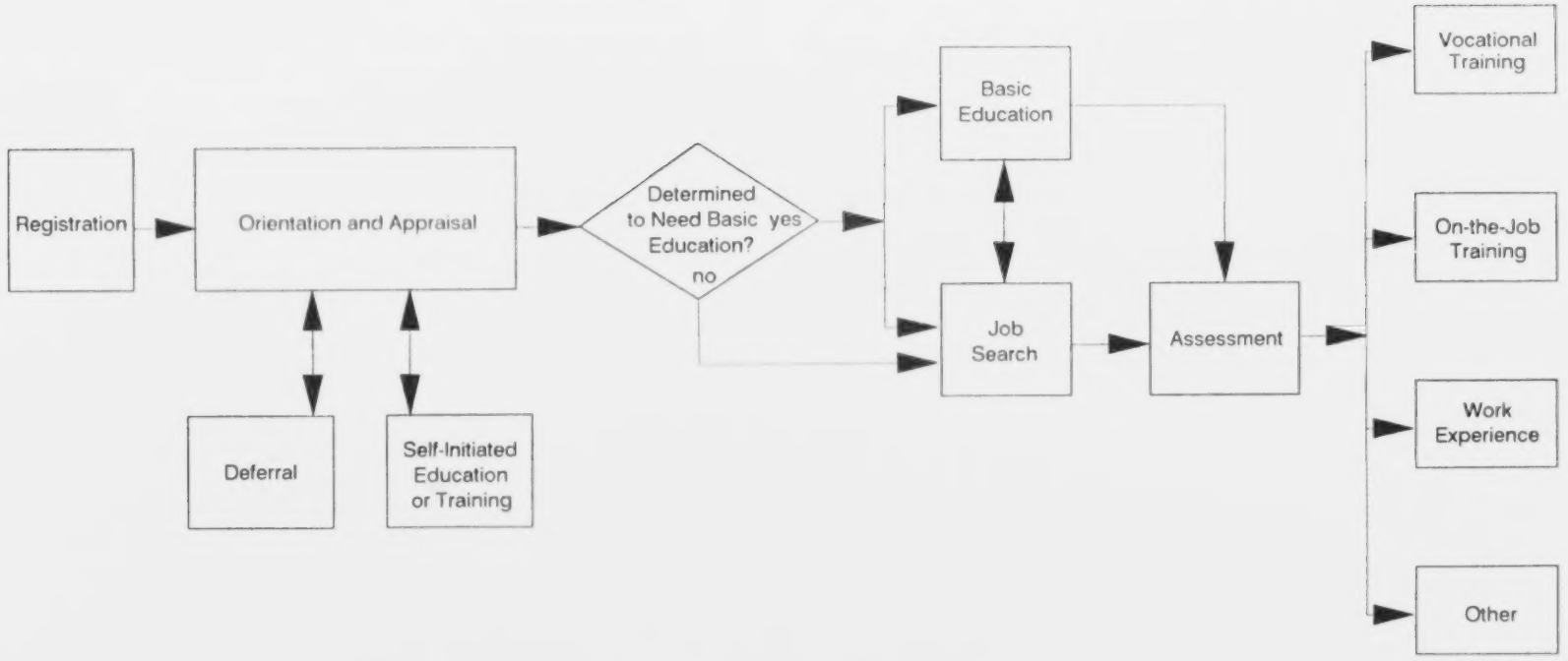
[6]Other registrants who can be deferred from the GAIN program are: a caretaker relative who is enrolled in school for at least twelve units of credit and has a child under the age of six; a person who is so seriously dependent upon alcohol or drugs that work or training is precluded; a person who is having an emotional or mental problem that precludes (continued...)

Figure 1

Simplified Depiction of the GAIN Program Model



NOTE: Registrants may leave the GAIN program at any point because of employment or deregistration from GAIN for other reasons.

sign a contract with the county welfare department, which signifies the agreement of the county to offer employment-related services (along with the necessary support services, including child care) and of the registrants to participate in specified activities. Participation in an initial component and any subsequent activities is expected to continue until the individual finds employment, leaves welfare, or is no longer required to participate for other reasons. While registered in the program, unless temporarily excused from activities, mandatory registrants who fail to participate may have their grant reduced or terminated.[7]

GAIN has two primary service tracks. The first track is for those registrants determined to need basic education, because of their performance on the basic reading and mathematics test, lack of a high school diploma or General Educational Development (GED) certificate, or inability to speak English. These registrants will go to one of three programs: adult basic education, GED preparation, or English language instruction. They may choose to attend job search first, but if they fail to find a job, they must then go to one of the three education programs. Alternatively, they may choose to attend job search and basic education concurrently.[8]

The second track is for registrants who are not determined to need basic education; they are usually referred first to a job search activity. Registrants who complete basic education or job search without finding a job enter another activity after a career assessment.[9] These activities include vocational or on-the-job training, work experience (known as Pre-employment Preparation or PREP), or other forms of education and training. In addition, as shown in Figure 1, registrants who, before entering GAIN, were already enrolled in a "self-initiated" education or training course -- that is, a course they began on their own that is

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[6](...continued)
participation; a person who is involved in legal difficulties, such as court-mandated appearances, which preclude participation; a person who does not have the legal right to work in the U.S.; a person who is in good standing in a union that controls referrals and hiring in the person's occupation; and a person who is temporarily laid off from a job but has a definite call-back date.

[7]Mandatory registrants who do not comply with program requirements face a multi-step enforcement process, beginning with a determination of whether they had "good cause" for not participating. The next step is conciliation, which includes attempts at persuasion. If this fails, registrants are placed in "money management," in which their next three monthly welfare checks are sent to a substitute payee, who makes expenditures on their behalf. If mandatory registrants still fail to comply, the welfare department imposes a financial sanction, temporarily reducing the welfare grant (for AFDC-FG registrants) or terminating it (for AFDC-U registrants). Voluntary registrants are subject to the good cause determination and conciliation processes; however, if they do not comply they are ineligible for GAIN services for six months.

[8]Registrants who stopped receiving AFDC because of employment at least twice in the past three years and who are not determined to be in need of basic education move directly into career assessment.

[9]During the career assessment, trained assessors evaluate the needs, capabilities, and career goals of the registrant, and GAIN staff help them develop a plan for vocational education or training.

approved by the GAIN program[10] -- can fulfill their GAIN obligation by continuing the course, but for no more than two years.

B. GAIN Child Care Policies

The GAIN legislation specifies that the program will pay for child care for all GAIN participants with children under the age of twelve who need this service in order to attend their assigned activities. In addition, child care funds are provided to those who need them in order to attend a program orientation. Registrants do not have to participate in GAIN if child care is not available.

The legislation also requires that the county programs offer "transitional child care." As a result, the program issues payments for three months of child care after a registrant leaves AFDC for employment.[11] During the time of this study, registrants were required to complete the orientation and appraisal process before they were eligible for GAIN's transitional child care services. The GAIN program regulations do not permit the use of transitional child care for GAIN registrants who become employed but remain on AFDC. However, under AFDC rules, child care expenses (up to $160 per child per month) can be disregarded from the recipient's gross income when calculating his or her benefit level.

Licensed providers[12] and those who are exempt from licensure, such as family and friends (excluding the spouse) of the GAIN registrant, are eligible to receive GAIN funds for in-program and transitional child care.[13] GAIN will pay the cost of child care up to the regional market rate for care.[14] In the GAIN legislation, the regional market rate is defined as care costing no more than 1.5 standard deviations above the mean cost of care for that region. Payment procedures are at the discretion of the county -- funds can go directly to the

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[10]These courses can include education or training and must be in preparation for an occupation in demand in the local labor market.

[11]After April 1990, Title III of the Family Support Act of 1988 is likely to alter the eligibility for and extend the duration of transitional child care funds to twelve months.

[12]Relatives and friends who provide child care are exempt from licensure. In addition, family day care homes which care for the children of only one other family are exempt. A very small number of programs, including those on college campuses and military bases and at some public schools, are also exempt from licensing requirements.

[13]During the study period, relative care provided in the child's home was not allowed to be paid by GAIN in Ventura County. Administrators in this county reported that, based on their interpretation of minimum wage laws, these relatives may have been entitled to receive the hourly minimum wage for their services, rather than the regional market rate for child care. Because they could have been entitled to a different payment rate than GAIN allowed, the county decided these providers were not eligible for GAIN child care funds. The State Department of Social Services has since clarified that care provided in the child's home is exempt from minimum wage laws.

[14]According to the GAIN legislation, reimbursement is not to exceed the fee charged to private clients for the same service. Reimbursements are made on a per month, per week, per day, or per hour basis, depending on the basis used to charge private clients for the same service.

child care provider or to the registrant. Payments can be made in advance or after the care has been provided.

The legislation further specifies that counties must allow registrants to choose from at least two child care providers. At the same time, it stipulates that care by family members is to be encouraged.

The counties must also offer registrants help in locating appropriate child care services for their children under the age of twelve, and they have the option of working with local child care resource and referral agencies to perform this function.[15] These community agencies receive state funds to provide child care services in all counties in California. They are required, at a minimum, to maintain current lists of licensed child care providers and to offer referrals to parents at all income levels, not just welfare recipients. They are also to educate parents on how to select appropriate child care but must refrain from recommending specific providers on their lists. Most of these agencies also recruit child care providers and offer them various forms of assistance.

III. SAMPLE SELECTION AND DATA SOURCES

This section describes the criteria that were used to select registrants for the child care survey, the procedures for administering the survey, and other data sources used in the analysis.

A. Sample Selection

The child care survey was fielded to a group of registrants representing those expected to be the primary users of GAIN child care services: single parents (AFDC-FG registrants) who had at least one child under the age of twelve and who attended a program orientation or appraisal, the first step in the GAIN program.[16] This group is a subset of a larger research sample consisting of 1,110 single-parent mandatory registrants from all eight of the counties studied and 429 single-parent voluntary registrants from four of the counties (Napa, San Mateo, Santa Clara, and Ventura). (This larger sample consisted of the single parents whose participation patterns were analyzed in MDRC's second report on GAIN.) In each county, these sample members were randomly drawn from the population of single parents

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[15]Resource and referral agencies belong to the statewide California Child Care Resource and Referral Network. These agencies may be found within a variety of administrative entities, including self-contained, nonprofit corporations (the most common), school districts, city and county offices, and private employers.

[16]Program activity data on each GAIN registrant were collected for six to thirteen months following registration, depending on the county, for MDRC's second report. AFDC-FG registrants who attended a program orientation (or its equivalent) within the county's follow-up period were included in the child care sample.

registered for GAIN at some point between December 1986 and June 1987.[17] Registrants from two-parent (AFDC-U) families were excluded from the child care study, primarily because they are usually ineligible for GAIN-funded child care because the other parent is available to provide care.

Figure 2 illustrates the criteria by which the child care sample was selected. It shows that 611 mandatory registrants and 313 volunteers were identified for this sample. Interviews were completed with a total of 622 of these registrants -- 413 in the mandatory group and 209 volunteers. In addition, the child care sample includes four registrants whose GAIN status was unavailable, bringing the total number of respondents to 626.

The child care survey was also fielded to a smaller sample of later-enrolling single-parent registrants in three counties -- Kern, San Mateo, and Santa Clara. This "supplemental" sample was selected primarily to assess some of the perceptions of registrants from a more mature stage of program operations, and to reduce the chances that recall problems would affect respondents' answers. It consisted of 154 mandatory and 117 voluntary registrants who were randomly selected from lists of all single-parent registrants for GAIN in January and February 1988 in the three counties, had a child under the age of twelve, and attended a GAIN orientation or appraisal.[18] Interviews were completed with a total of 226 registrants (122 from the mandatory group, 101 from the volunteer group, and 3 whose GAIN status was unavailable).

Table 1 summarizes the composition of the two child care samples and compares them to the sample used in the participation analysis in MDRC's second report on GAIN. It is important to note that the supplemental sample is only used to address certain issues in this report. Therefore, all analyses based upon the child care survey refer to the main child care sample only unless otherwise indicated.

Throughout this report, many tables present child care survey results for all counties together in a "total" column. These totals are unweighted; they do not reflect the variation across counties in the number of GAIN registrants enrolled in the program.[19]

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[17]This registrant sample was composed of approximately 150 mandatory AFDC-FG registrants and 100 voluntary AFDC-FG registrants from each county. For further details on the selection of the sample, see Riccio et al., 1989, Chapter 2.

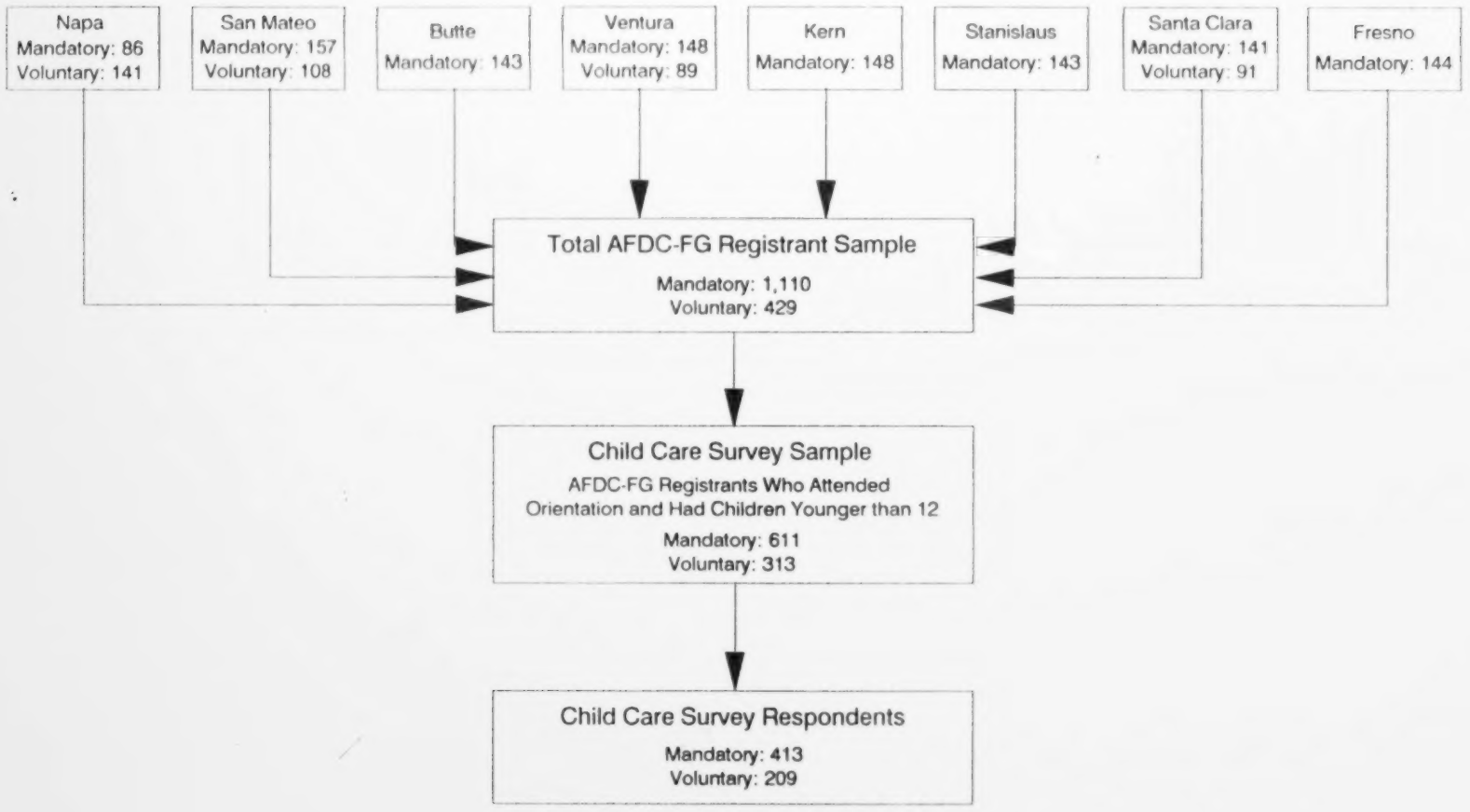
[18]A sample of approximately 100 AFDC-FG GAIN registrants, including both mandatory and voluntary registrants, was randomly selected from each of these three counties.

[19]The sample for the child care survey in each county is a subset of a random sample, and its representativeness and composition are influenced by a number of factors: (1) the initial sample structure (that is, an almost equal sample from each county) used in MDRC's second report; (2) the extent to which registrants attended an orientation within each county's follow-up period, which ranged from 64 percent in Santa Clara to 98 percent in Napa; and (3) the characteristics of the registrant population, particularly the number of registrants with children under the age of twelve. Given these factors, it was difficult to define appropriate weights for each county. For many analyses in MDRC's second report on GAIN, total county estimates that were derived by weighting the county-specific estimates according to caseload

(continued...)

Figure 2

Process by Which AFDC-FG Registrants Were Selected for the Child Care Survey Sample



NOTE: The child care sample also includes four registrants whose GAIN status is unavailable, bringing the total number of respondents to 626.

Table 1

Summary of Samples for the Child Care Survey

Sample	Registration Period	Selection Criteria	Range of Months Between GAIN Registration and Survey Interview	Total Sample Size		Number of Survey Respondents	
				Mandatory	Voluntary	Mandatory	Voluntary
Second Report Sample	12/86-6/87	Random sample of mandatory AFDC-FG registrants from eight counties Random sample of voluntary AFDC-FG registrants from four counties	n/a	1,110	429	n/a	n/a
Child Care Sample	12/86-6/87	Mandatory and voluntary AFDC-FG registrants from second report sample who: o Attended program orientation o Had at least one child younger than 12 at orientation	14-24	611	313	413	209
Supplemental Sample	1/88-2/88	Random sample of mandatory and voluntary AFDC-FG registrants who: o Attended a program orientation o Had at least one child younger than 12 at orientation	6-11	154	117	122	101

NOTE: The child care sample also includes four registrants whose GAIN status is not available, bringing the total number of respondents in this sample to 626. The supplemental sample also includes three GAIN registrants whose GAIN status is not available, bringing the total number of respondents in this sample to 226.

B. Survey Administration and Other Data Sources

The survey was fielded from August to November 1988 by an independent survey firm, NuStats, Inc., using an interview instrument prepared by MDRC. (The survey instrument that was used is provided in Appendix A.) As Figure 3 illustrates, the length of time between registering for GAIN and a respondent's interview date varied from individual to individual, but ranged from 14 to 24 months for the main child care sample, and from 6 to 11 months for the supplemental sample.

The interviews were conducted by telephone in the eight study counties. In three of the counties -- Kern, San Mateo, and Santa Clara -- in-person interviews were also attempted for those sample members who could not be reached by telephone. The response rates for the child care and supplemental samples were 67 percent and 82 percent, respectively. (See Appendix B for a further discussion of survey methodology and sample issues.)

This study also draws on demographic and participation data used in MDRC's second report on GAIN. These data were obtained from each sample member's casefile at the county GAIN office or from automated management information systems. For the supplemental sample, demographic information was obtained from state-required appraisal forms, supplied to MDRC by the counties.[20]

The study also uses data from the MDRC Staff Activities and Attitudes Survey, in which a self-completed questionnaire was administered to all GAIN line staff and their supervisors.[21] Among its many topics, the survey included a set of questions about staff perspectives on child care in GAIN. It was administered approximately one year to almost two years after the start of GAIN in each county and thus reflects staff perceptions during a period between September 1987 to May 1988, depending on the county.

Reports prepared by MDRC field researchers provided the bulk of the information used in this study to describe the manner in which the counties informed registrants about their opportunities for child care assistance in GAIN. The researchers based their reports on

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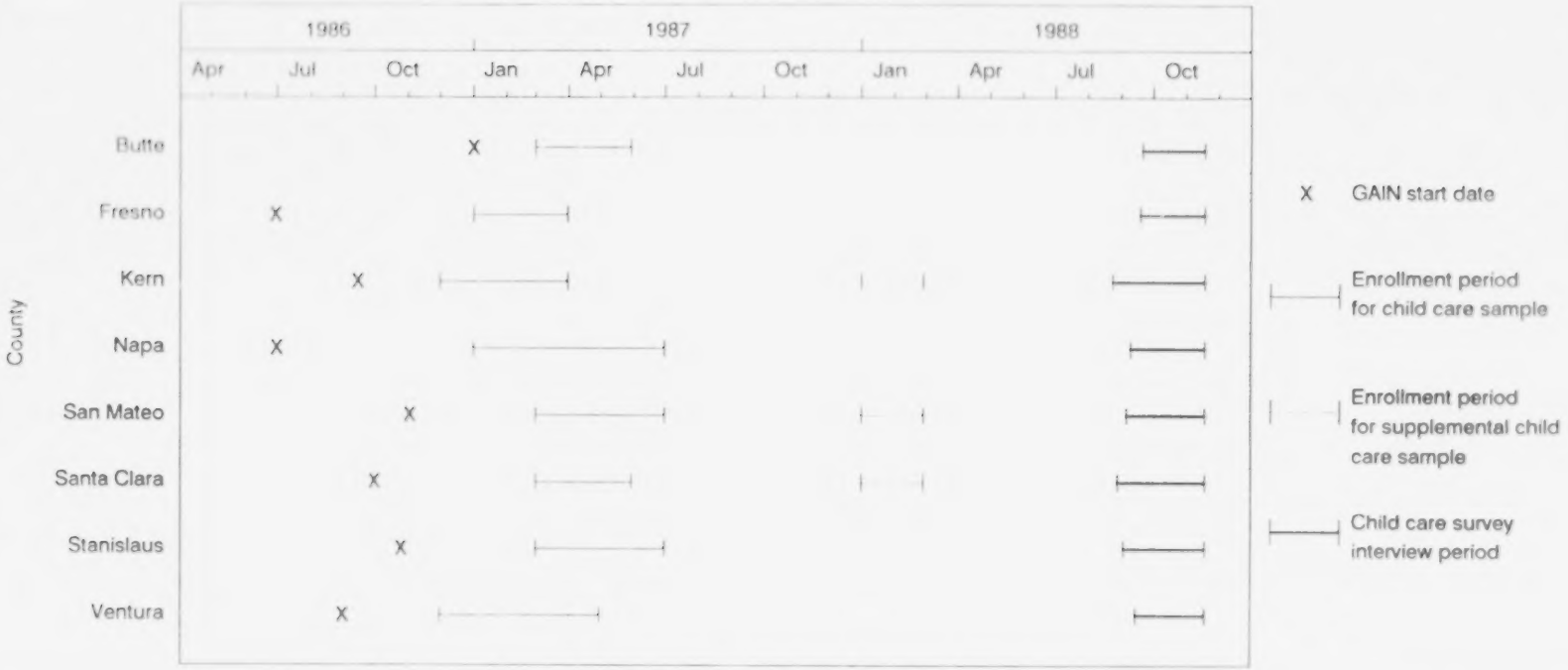
[19](...continued)
size resulted in only small differences from the unweighted estimates, although the differences were slightly larger for analyses of volunteer registrants.

[20]Several demographic data items for the supplemental sample in San Mateo were missing from the state-required forms. On demographic tables that include the supplemental sample, most characteristics for GAIN registrants from San Mateo are reported in the "data not available" row.

[21]A total of 203 GAIN staff completed the staff survey. In addition, a random sample of 37 eligibility workers in Fresno was included in the analysis of child care issues because of the major role these staff played in the county GAIN program. The response rate was 95 percent in all counties except Napa, where it was 88 percent. For further information on the Staff Activities and Attitudes Survey, see Riccio et al., 1989, Chapter 2. The responses of supervisors were collected for future analyses and are not examined in this report.

Figure 3

Enrollment and Child Care Survey Interview Periods, by County



interviews with GAIN staff and personnel from each county's child care resource and referral agency, as well as on observation of GAIN operations from October 1987 to April 1988.[22]

C. Demographic Characteristics of Survey Respondents

Table 2 describes the demographic characteristics (at the time of orientation) of members of the child care sample who completed the child care survey.[23] In this section, and in the remainder of the report, "mandatory respondents" refers to mandatory AFDC-FG registrants in the child care sample who completed the child care survey. Similarly, "voluntary respondents" refers to voluntary AFDC-FG registrants in the child care sample who completed the survey.

Overall, approximately one-half of the respondents were white; one-third, Hispanic; and one-seventh, black. Fewer than ten percent had a limited ability to speak English. Both mandatory and voluntary respondents tended to be recipients of AFDC (rather than applicants for it), but almost one-half had been employed in the prior twenty-four months. Approximately one-half of the mandatory respondents and one-third of the voluntary respondents did not have a high school diploma. In addition, roughly one-quarter did not pass the basic skills test. About 33 percent of the mandatory respondents had one child, 40 percent had two children, and the remainder had three or more children. Voluntary respondents had a similar number of children but were more likely to have only one child (41 percent).

Most of the analysis in this report examines child care issues for mandatory and voluntary registrants separately. As discussed above, mandatory or voluntary status was primarily based on whether the registrant's youngest child was six years of age or older at the time of orientation. As Table 2 indicates, the status of the GAIN registrant is a good proxy for the age of the youngest child in the household -- the age of the youngest child corresponded to the respondents' status for roughly 82 percent of the mandatory respondents and 88 percent of the volunteers.[24] When interpreting the findings in this report, it should be recognized that some mandatory respondents had preschool-age children, while some voluntary respondents had school-age children.

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[22]Over this period, MDRC staff spent a total of two to three weeks in each county. In most counties staff visited the sites in both the fall of 1987 and the spring of 1988. In each county, researchers conducted formal and informal interviews with GAIN managerial, supervisory, and line staff. They also interviewed representatives from providers of GAIN services, including the child care resource and referral agencies. Program orientations and appraisal interviews were also observed by MDRC staff.

[23]Similar information for the complete sample (including nonrespondents) and the supplemental sample can be found in Appendix B.

[24]One reason mandatory registrants may have a child under the age of six is that they are "soft mandatories" -- that is, they are enrolled in an education or training program on a full-time basis. Some volunteers may not have had any children under the age of six but were exempted from GAIN for other reasons (such as illness or full-time work) and still chose to enter the program. In addition, coding errors on state-required forms or MDRC data collection forms may partially account for the discrepancy.

Table 2

Selected Characteristics of Child Care Survey Respondents at the Time of Orientation, by GAIN Status

Characteristic	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents
AFDC status (%)		
Applicant	25.4	27.3
Recipient	59.1	70.8
Data not available	15.5	1.9
Average age (years)	32.4	26.9
Ethnicity (%)		
White	50.1	53.1
Hispanic	31.5	27.8
Black	12.4	15.3
American Indian	1.2	0.5
Indochinese	3.2	0.5
Other Asian	1.2	1.4
Data not available	0.5	1.4
Limited English (%)		
Yes	8.5	5.7
No	71.7	90.4
Data not available	19.9	3.8
Primary language (%)		
English	83.8	94.3
Spanish	11.1	3.8
Chinese	0.2	0.0
Laotian	0.2	0.0
Vietnamese	2.9	0.0
Other	0.2	1.0
Data not available	1.5	1.0
Number of children (%)		
1	33.4	41.2
2	40.0	34.5
3	17.0	15.3
4 or more	9.7	9.1
Age of youngest child (%)		
Younger than 2	9.2	30.6
2-5	9.0	57.4
6-8	44.8	11.0
9-11	36.8	1.0
Data not available	0.2	0.0
Employed in prior 24 months (%)		
Yes	46.0	49.3
No	32.9	42.1
Data not available	21.1	8.6

(continued)

Table 2 (continued)

Characteristic	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents
Sex (%)		
Male	9.2	0.0
Female	90.6	100.0
Data not available	0.2	0.0
Length of time on own AFDC case (%)		
Never	12.6	12.9
2 years or less	33.7	47.9
More than 2 years	43.8	30.1
Data not available	9.9	9.1
High school diploma or GED received (%)		
Yes	44.8	54.1
No	47.9	34.5
Data not available	7.3	11.5
Average highest grade	10.8	11.5
Did not pass reading or math part of basic skills test (%)	24.0	23.0
Number of Respondents	413	209

SOURCE: MDRC review of casefiles and MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent due to rounding.

In Fresno, demographic data were not collected from program records. In this county, the child care survey collected information on the age and number of children, ethnicity, primary language, and sex of respondents. These results are included on this table. The remaining demographic items do not include respondents from Fresno County.

"Data not available" refers to information not available for the respondents because the information was missing for the individual, this item was not requested by county staff, or the individual did not reach the stage of the program model where the information was collected.

Tests of statistical significance were not examined.

IV. OVERVIEW OF PROGRAM PARTICIPATION AND THE USE OF CHILD CARE

This section provides an overview of the GAIN participation patterns for child care survey respondents. Using these findings and other data, it then discusses the extent to which single-parent registrants in the counties studied became eligible for and used GAIN's in-program and transitional child care funds. Later sections examine the use of child care arrangements and GAIN funds by survey respondents who actually entered GAIN activities and for those who became employed.

A. Participation Patterns

Knowing the extent to which survey respondents participated in GAIN is important to understanding the overall use of child care in GAIN. Data on participation are available from the survey for a follow-up period of fourteen to twenty-four months after registration for the program.

As indicated in Table 3, approximately two-thirds of the survey respondents participated in a GAIN activity during the follow-up period. MDRC's second report on GAIN suggests that a majority of the nonparticipants in this sample were probably deferred or deregistered from the program within six months of registration.[25] Survey respondents participated in basic education, job search activities, and vocational training, at roughly equal rates. However, those who were mandatory registrants were more likely to enter basic education, while volunteers were more likely to participate in training activities (which MDRC's second report suggests were likely to be self-initiated programs). Few respondents participated in PREP or on-the-job training.[26] (Participation rates for the child care survey respondents are somewhat higher than those presented in MDRC's second report, probably owing to a combination of factors including the different composition of the samples, longer follow-up period for the survey sample, and higher rate of participation among survey respondents than nonrespondents. See Appendix B.)

Table 3 also shows respondents' most recent GAIN activity. (For respondents in a GAIN activity at the time of the interview, this was their current activity.) This information is important because many questions in the child care survey pertain to registrants' experiences in their most recent activity. Mandatory registrants participated about equally in

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[25]For mandatory AFDC-FG registrants who attended a program orientation, 32 percent of the nonparticipants were deregistered, 42 percent were deferred, and the remainder did not comply with the program's requirements. For further information, see Riccio et al., 1989, Chapter 6.

[26]These participation patterns generally corresponded with those found in MDRC's second report on GAIN. During the six-month follow-up period, participation in activities other than basic education, job search, and self-initiated activities was limited. Mandatory AFDC-FG registrants most commonly participated in basic education, while voluntary AFDC-FG registrants most commonly participated in self-initiated activities, primarily vocational training programs. Very few registrants reached the post-assessment stage of the program.

Table 3

Percent of Respondents Involved in Specified Activities, by GAIN Status

Activity	Participated Within the Follow-up Period			Most Recent Activity at Time of Survey		
	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total
Participated in any activity	65.4%	71.3%	67.4%	---	---	---
Participated in basic education	33.9	31.6	33.1	34.8%	24.2%	31.0%
Participated in any job search activity[a]	30.3	33.5	31.4	28.9	28.9	28.9
Participated in vocational education and training[b]	24.0	35.9	28.0	32.2	46.3	37.2
Participated in PREP	4.8	2.9	4.2	4.1	0.7	2.9
Participated in on-the-job training[c]	2.7	4.3	3.2	---	---	---
Number of Respondents	413	209	622	270	149	419

SOURCE: MDRC Child Care Survey.

NOTES: The length of the follow-up period varies by individual, depending on the date of registration for the GAIN program and date of survey interview. The follow-up period ranges from 14 to 24 months.

Tests of statistical significance were not examined.

[a]Job search activities include job club and supervised job search.

[b]Vocational education and training includes program-referred and self-initiated training.

[c]For the purposes of this survey, on-the-job training was considered to be employment, not a GAIN activity. Therefore, whether this was the participant's most recent activity was not recorded. Child care experiences of respondents when they participated in an on-the-job training activity are included in the employment section.

basic education, job search, or training as their most recent activity. However, almost one-half of the volunteer registrants were most recently involved in training programs.

B. Use of Child Care Arrangements and Funds

To understand the aggregate level of GAIN expenditures on child care, it is necessary to consider the proportion of registrants eligible for and using GAIN-funded child care services during their participation in program activities and during employment. As this section will demonstrate, the volume of registrants eligible for and using child care services was progressively reduced, much like a funnel, at several junctures.

1. In-Program Child Care Use. The funnel-like pattern is illustrated in Figure 4. The figure traces the estimated use of in-program child care arrangements and funds for 100 typical mandatory and 100 typical voluntary single-parent registrants (based on the random sample of registrants studied in MDRC's second report).[27] This discussion does not include the use of child care arrangements or program funds during orientation.

The diagram shows that several factors determined the use of in-program child care funds. First, in order to be eligible, GAIN registrants had to attend a program orientation or appraisal, have at least one child under the age of twelve, and participate in a GAIN activity. Estimates based on statistics from MDRC's second report on GAIN indicate that out of 100 typical mandatory registrants only 55 both attended an orientation and had a child under the age of twelve. Twenty-one of the registrants did not show up for orientation (a majority of these registrants were eventually deferred or deregistered from the program), while another 24 who did show up did not have a child under the age of twelve. The number of registrants eligible for child care was further reduced by the fact that 36 of the mandatory registrants participated in a GAIN activity within the survey follow-up period. Among volunteers, 81 of 100 typical registrants had a child under the age of twelve and attended an orientation, and 58 participated in a GAIN activity.

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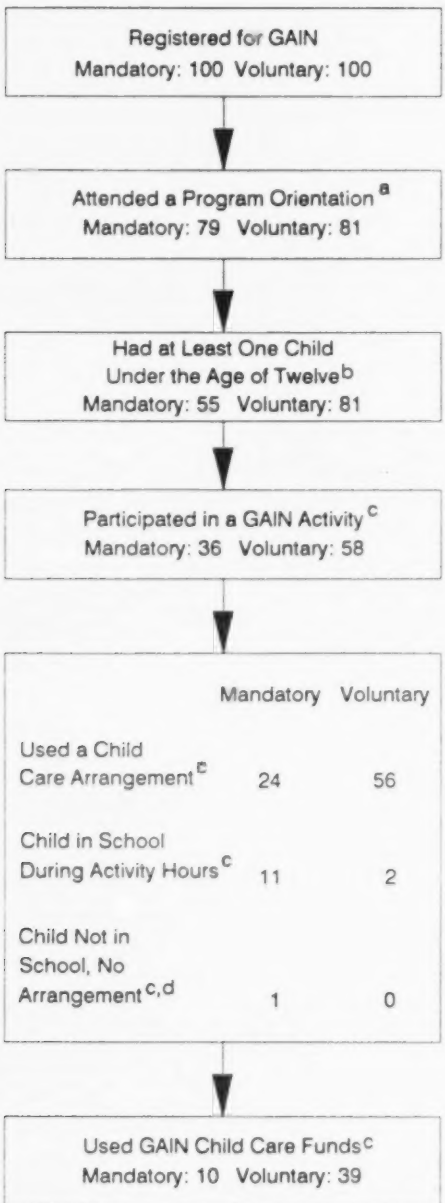
[27]Estimates for the percentage of registrants who attended an orientation are based on program activity data from MDRC's second report on GAIN. These estimates differ from those presented in Chapter 4 of that report for two reasons: (1) they are not weighted to reflect the size of each county's caseload, and (2) they are not based on a fixed follow-up period of six months. Rather, registrants who attended an orientation at any point during the program tracking follow-up period (which ranged from six to thirteen months, depending on the county) were included. Fresno was not included in this calculation because orientation attendance was not collected in this county for MDRC's second report.

Estimates for the percentage of GAIN registrants who had at least one child under the age of twelve are based on demographic data from MDRC's second report on GAIN. For mandatory registrants, this estimate was calculated by averaging the percentage of registrants who had at least one child under the age of twelve at orientation in the eight counties. Data on the age of the registrants' children were missing in Fresno and San Mateo. In these counties, the percentage was assumed to be the average of the other six counties. All voluntary registrants were assumed to have a child under the age of twelve.

Figure 4

Estimated Eligibility for and Use of In-Program Child Care for 200 Typical Single-Parent GAIN Registrants, by GAIN Status


Registered for GAIN
Mandatory: 100 Voluntary: 100
Attended a Program Orientation [a]
Mandatory: 79 Voluntary: 81
Had at Least One Child Under the Age of Twelve [b]
Mandatory: 55 Voluntary: 81
Participated in a GAIN Activity [c]
Mandatory: 36 Voluntary: 58
Mandatory Voluntary
Used a Child Care Arrangement [c] 24 56
Child in School During Activity Hours [c] 11 2
Child Not in School, No Arrangement [c,d] 1 0
Used GAIN Child Care Funds [c]
Mandatory: 10 Voluntary: 39

[a] This estimate is based on data from MDRC's second report on GAIN. It differs from the estimate presented in Chapter 4 of that report for two reasons: (1) it is not weighted to reflect the size of each county's caseload, and (2) it is not based on a fixed follow-up period of six months.

[b] This estimate is based on demographic data from MDRC's second report on GAIN.

[c] This estimate is based on reponses to the MDRC Child Care Survey.

[d] This category indicates that the child was not in school for the entire part of the day the registrant was at the GAIN activity and that no child care arrangement was used.

When asked why they did not participate, most respondents reported that they were not required to participate for some reason, or that they had become employed.[28] Five percent of the nonparticipants reported that the primary reason they did not participate was because they could not locate or afford child care. This percentage was greater for voluntary registrants (10 percent) than for mandatory registrants (4 percent). (Of the few respondents who reported that they did not participate in GAIN because of child care issues, most reported that they were informed of GAIN's child care services.)[29]

Some participants in GAIN, primarily those in the mandatory group, did not use child care arrangements because their youngest child was in school when they attended their GAIN activity. Eleven of the typical 36 mandatory registrants in Figure 4 who participated reported not using a child care arrangement for this reason.

Finally, Figure 4 shows that 10 of the mandatory registrants and 39 of the voluntary registrants reported that they used GAIN child care funds. This leaves a substantial number of participants who used child care arrangements but did not use GAIN child care funds. (Possible reasons are explored in the next section.)

In sum, about 24 of 100 mandatory registrants used a child care arrangement during the period of this study, and fewer than one-half of these registrants reported that they used GAIN child care funds. While almost four times as many volunteers reported using GAIN funds, volunteers represented a relatively small proportion of the overall GAIN population (approximately 11 percent in the counties studied as of December 1987). Thus, a substantial majority of GAIN registrants (75 out of 100) did not meet the eligibility requirements for GAIN funds or did not need child care because their youngest child was in school. Further, not all who were eligible for child care funds used them. These factors help account for the lower than anticipated expenditure of GAIN child care funds.

2. Use of Child Care by Employed Registrants. A funnel-like pattern is also observed when the eligibility for and utilization of child care funds during employment are examined, as shown in Figure 5. Out of 100 typical mandatory and 100 typical voluntary

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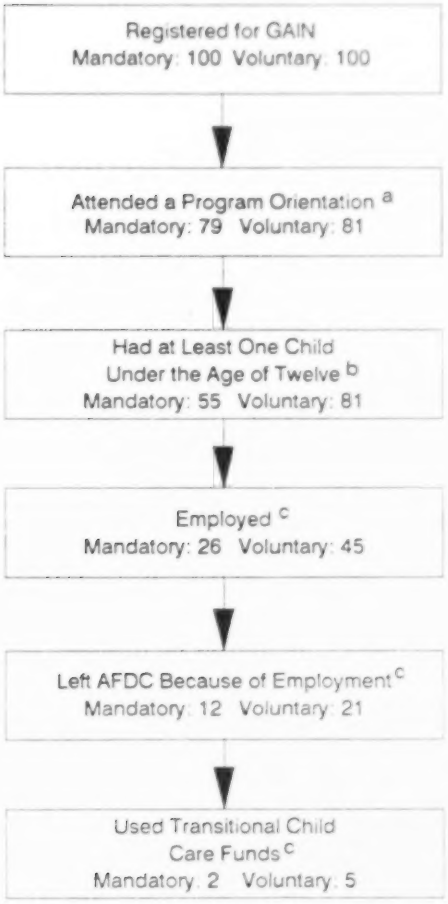
[28]Thirty-four percent of the respondents reported that they were deferred or exempted from GAIN, 29 percent stated that they were employed and did not have to participate, 14 percent stated that they were already in school, and 6 percent reported that they were never informed that they had to participate. The remaining responses were under 5 percent. Reasons respondents gave for being deferred or exempted from GAIN did not include lack of child care. The reasons included: no transportation, no legal right to work in the U.S., severe family crisis, health and emotional problems, drug and alcohol problems, temporarily laid off with no call-back date, pregnant, child too young, primary caretaker for other dependent relative, and left AFDC.

[29]Of the 11 respondents who reported that they did not participate in GAIN because of child care problems, 11 said that they were informed that GAIN would help them find child care and would pay for licensed care; 6 that GAIN would pay for care by family and friends; 3 that they would not have to participate in GAIN if they could not find child care; 2 that they had asked for assistance from GAIN or resource and referral staff; and one that they had received that assistance.

Figure 5

Estimated Eligibility for and Use of Transitional Child Care Funds for 200 Typical Single-Parent GAIN Registrants, by GAIN Status


Registered for GAIN
Mandatory: 100 Voluntary: 100
Attended a Program Orientation [a]
Mandatory: 79 Voluntary: 81
Had at Least One Child Under the Age of Twelve [b]
Mandatory: 55 Voluntary: 81
Employed [c]
Mandatory: 26 Voluntary: 45
Left AFDC Because of Employment [c]
Mandatory: 12 Voluntary: 21
Used Transitional Child Care Funds [c]
Mandatory: 2 Voluntary: 5

[a] This estimate is based on data from MDRC's second report on GAIN. It differs from the estimate presented in Chapter 4 of that report for two reasons: (1) it is not weighted to reflect the size of each county's caseload, and (2) it is not based on a fixed follow-up period of six months.

[b] This estimate is based on demographic data from MDRC's second report on GAIN.

[c] This estimate is based on reponses to the MDRC Child Care Survey.

registrants, 26 of the mandatory group and 45 of the volunteers attended an orientation, had at least one child under the age of twelve, and became employed during the survey follow-up period. Moreover, a substantial majority of those employed registrants (78 percent of the mandatory group and 98 percent of the voluntary group) reported that they used a child care arrangement in their most recent job (not shown on the figure).[30] However, only 12 of the mandatory registrants and 21 of the voluntary registrants left AFDC because of employment -- a criterion for receiving transitional child care funds. A much smaller number -- 2 of the mandatory registrants and 5 of the volunteers -- reported that they used these funds. Overall, the small proportion of registrants eligible for and using transitional child care funds also contributed to the level of expenditure of GAIN funds for child care expenses.

An important reason for the lower than expected use of transitional child care is that many individuals combined work and welfare. Fourteen of the 26 employed mandatory registrants found jobs that did not pay enough to allow them to leave welfare. As noted earlier, under AFDC rules, earned income reduces but does not necessarily eliminate a recipient's benefit. Combining work and welfare is more common in California than in most other states because of its higher grant levels, which, for example, pay $663 monthly for a family of three. Recipients may earn more than their counterparts in other states and still qualify for partial assistance.

Although welfare benefits are reduced because of earned income, the reduction is less for a single-parent recipient who pays for child care in order to work. Thus, while GAIN registrants who become employed but do not leave welfare are not eligible for transitional child care, the child care allowance made when computing AFDC payments, in effect, provides them with another form of public subsidy. Under some circumstances, however, the child care allowance -- which is capped at $160 per child per month -- may be less than transitional child care payments would be if they were available.

V. INFORMING AND ASSISTING GAIN REGISTRANTS WITH CHILD CARE

How well registrants understand their opportunities for receiving child care assistance from GAIN will influence both the extent to which they use GAIN funds for this service and the types of arrangements they make. This section examines the procedures by which counties informed registrants about their child care options under GAIN, the kinds of assistance they offered in arranging child care services, and registrants' own recollection of the information they were given.

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[30]Of those mandatory respondents who became employed after registering for GAIN, 78 percent reported that they used a child care arrangement in their most recent job, 16 percent stated that their child was in school the entire part of the day they were at work, and 6 percent neither had their child in school nor used a child care arrangement. For the voluntary respondents, 98 percent reported that they used a child care arrangement in their most recent job, and 2 percent stated that their child was in school the entire part of the day they were at work.

A. Presenting Child Care Options

GAIN staff most fully informed registrants about the program's child care policies during the orientation and appraisal meetings. The process began at the orientations (which were group sessions), with staff explaining that GAIN would help registrants to locate child care if they needed it and were eligible for it, and that GAIN would pay for this service. These policies were also described in the program handbook that was given to registrants. The counties varied, however, in how staff presented this information, partly reflecting differences in their overall approach to orientations.[31]

Early in the period under study, staff in some of the counties described the GAIN program in the orientation meeting primarily by reading aloud a formal, prepared document that outlined the program's general provisions. This document included several sentences on the availability of child care assistance.[32] These presentations tended to evoke few questions or comments from registrants about child care or other issues. In other counties -- particularly Butte, Napa, and San Mateo -- staff did not simply read this document; instead, they used a variety of techniques that encouraged more discussion among registrants.

To inform registrants specifically about child care services, some of the counties increasingly relied on presentations made by staff from the local resource and referral agencies. In some cases these agencies had requested greater involvement, pointing out that registrants were not learning enough about the child care services available and that the resource and referral agencies could help them to find it. Table 4, which illustrates a few of the ways in which resource and referral agencies were involved with GAIN across the counties, shows that as of March 1988 four counties (Fresno, Napa, Santa Clara, and Stanislaus) used staff from these agencies to make in-person presentations at orientation, and a fifth (Kern) used a videotape produced by its local agency.

MDRC field research and observations found that the counties in which a staff member from the resource and referral agency conducted this segment of the orientation in-person generally provided registrants with more in-depth information on child care. Their presentations usually covered such issues as strategies for locating a child care provider, qualities to look for in selecting a provider, how to maintain a relationship with the selected provider, and the differences between licensed and license-exempt providers. (In another county, San Mateo, the GAIN staff showed a videotape produced by the welfare department, which discussing transitional child care.

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[31]See Riccio et al., 1989, Chapter 7, for a full discussion of the different ways in which counties conducted orientations and appraisals.

[32]The original General Provisions Participant Contract included the following statement on child care:

> Child care must be arranged and paid for any of your children who are under 12 years old if you need it to participate. You can choose the kinds of child care you want. Payments will be made at the rate that is normally charged in the area where you live. Payment is also available for relatives, friends, or neighbors who take care of your children. If you find a regular job and go off welfare, the county welfare office must pay for your child care for another three months if you need it.

Table 4

Activities of Child Care Resource and Referral Agencies
in GAIN Programs, by County

Activity	Napa	San Mateo	Butte	Ventura	Kern	Stanislaus	Santa Clara	Fresno
Financial contract with GAIN program	x	x	x	x	--	x	x	x
Presentation on child care issues at orientation:								
As of 6/87[a]	x	--	--	--	--	--	--	x
As of 3/88[b]	x	--	--	--	x[c]	x	x	x
Co-located at GAIN program	--	--	--	--	--	--	x	--
Primary responsibility for assisting registrants with exempt child care arrangements	x	--	--	x	--	--	--	--
Primary responsibility for assisting registrants with licensed child care arrangements	x	x	x	x	x	x	x	x
Enroll registrants on the waiting list for state subsidized child care[d]	x	x	x	x	x	x	x	x
Other activities	--	Operates dedicated phoneline for GAIN registrant referrals	--	--	--	Mails postcard on resource and referral services to all GAIN orientation attenders	--	--

SOURCE: MDRC field interviews.

NOTES: The symbol "x" indicates the activity occurred in the county.

The symbol "--" indicates the activity did not occur in the county.

[a]End of enrollment period for child care sample.

[b]End of enrollment period for supplemental sample.

[c]Presentation consists of videotape prepared by child care resource and referral agency.

[d]In Ventura and Stanislaus, all GAIN registrants who attended a program orientation were put on the waiting list for subsidized child care. In other counties, only registrants who contacted staff at the resource and referral agency were placed on this list.

In all counties, child care arrangements were addressed again in the appraisal interview, which was usually an individual meeting between a registrant and a GAIN staff member. During this meeting the staff member and registrant agreed on the registrant's assignment to an initial GAIN activity and the need for support services. In six of the counties registrants were usually referred to the resource and referral agency only if they indicated an interest in obtaining licensed care; those already having, or preferring, arrangements with exempt providers were not referred. (In Santa Clara the location of the resource and referral agency staff at the GAIN office made it especially easy for registrants to meet with the staff of that agency.) Two other counties, Napa and Ventura, used a different approach. Here, all registrants indicating a need for child care (including those interested in using family and friends as providers) were referred to the resource and referral agency. Staff at these agencies met with the registrants individually to discuss the types of care available and to help them with all the necessary administrative arrangements. The agency then reported the choice of provider to the registrants' GAIN case managers.

The amount of time that GAIN staff spent in appraisals trying to learn about registrants' individual child care needs and circumstances, and discussing the tradeoffs in using different types of providers, varied considerably across counties, according to MDRC field research. As discussed above, in Napa and Ventura, which relied mostly on the resource and referral agencies, GAIN staff played a relatively minor role. Among the other six counties, as discussed in MDRC's second report, GAIN staff in the two counties having the lowest registrant-to-staff ratios (Butte and San Mateo) often talked with registrants about child care in greater depth than did their counterparts in most of the counties where staff caseloads were higher and appraisal interviews were shorter and more standardized. In all counties, however, staff attempted to accommodate the child care choices that registrants expressed.

Staff responses to several questions in MDRC's Staff Activities and Attitudes Survey provide additional insights into county practices in providing child care services (Table 5). One question asked staff to indicate how well informed about child care options they believed their registrants were by the time they entered job club or basic education -- typical first assignments in the GAIN sequence of activities. On this measure, 61 percent described registrants as "very well informed." Most other staff -- about one-third -- gave responses falling in the middle range of the scale (not shown on the table), suggesting that they perceived a need for some improvement in county practices. Notably, staff in Napa and Ventura, the two counties where the resource and referral agencies were most heavily involved in assisting registrants, were most likely to believe that their registrants were "very well informed."

Another question on the staff survey inquired into staff perceptions of the degree of emphasis their county placed on child care by family and friends compared to more formal arrangements. Table 5 shows that 19 percent of the staff "strongly agreed" with the statement that registrants were encouraged to use more formal arrangements only when family and friends were not available, while another 34 percent "strongly disagreed." The remainder (47 percent) gave responses falling in the middle of this scale, suggesting that they believed registrants were not strongly urged in one direction or the other. However, field interviews and observations suggested that in counties where resource and referral agency staff presented

Table 5

GAIN Staff Perceptions of Child Care Issues, by County

Survey Item	Napa	San Mateo	Butte	Ventura	Kern	Stanislaus	Santa Clara	Fresno	Total
How well informed are clients about child care options by the time they are participating in job club or remediation? Percent who said:									
"Very well informed"	100%	50%	63%	80%	57%	61%	66%	46%	61%
"Not very well informed"	0	0	8	0	0	0	3	8	4
The practice in your agency is to encourage clients to make use of formal child care arrangements only if they cannot find family and friends to serve as child care providers. Percent who:									
"Strongly agreed"	8	12	13	15	47	11	15	26	19
"Strongly disagreed"	75	53	46	54	13	17	44	16	34
Percent who said that, in their personal opinion:									
"More formal" child care arrangements are much better than "family and friends"	67	41	9	12	0	14	21	31	23
"Family and friends" are much better than "more formal" child care arrangements	8	6	13	44	71	19	15	27	24
How many clients in your agency prefer different child care arrangements but cannot find them? Percent who said:									
"Very few"	67	38	48	35	73	53	62	34	48
"Most"	11	6	5	13	0	10	3	8	7
Number of Staff Surveyed	13	19	24	26	15	36	40	67	240

(continued)

Table 5 (continued)

SOURCE: MDRC Staff Activities and Attitudes Survey.

NOTES: The sample for this table includes all GAIN line staff from each county and a random subsample of eligibility workers in Fresno.

The counties are listed in order of their number of GAIN registrants as of December 1987. Napa had the lowest and Fresno had the highest.

Percentages reported in the table are based on the number of respondents who answered each question.

Percentages are for staff who answered "1" or "2" or "6" or "7" on a seven point scale. The phrases in quotations refer to the endpoints of the scale.

Tests of statistical significance were not examined.

child care information in-person at the orientation or met individually with a large proportion of registrants, and in counties that conducted in-depth appraisals, more complete information on licensed child care was offered to registrants.

Additional data from the staff survey show that staff differed widely in their personal opinions of whether registrants would be better served by licensed providers or by family and friends. About one-quarter viewed family and friends much more favorably, while another one-quarter viewed licensed providers much more favorably. The remaining one-half did not feel strongly one way or the other. Overall, staff in Napa and San Mateo were the most likely to believe that formal arrangements were preferable, while staff in Kern and Ventura were the most likely to rate family and friends as preferable.

Finally, Table 5 shows that 48 percent of staff believed that "very few" registrants in their agency could not get their preferred child care arrangements. Only 7 percent said this was true of "most" registrants. The remaining 45 percent gave answers falling in the middle range of the scale, suggesting that they perceived that a modest proportion of registrants were not able to obtain the arrangements they would have liked.

B. Registrants' Recollection of GAIN Child Care Information

This section discusses registrants' recollection of the basic elements of GAIN's child care provisions. These provisions require the counties' GAIN program to provide assistance in locating child care, to pay for the child care, and to excuse mandatory registrants from participation in GAIN if child care cannot be found. As previously noted, MDRC observed that the counties informed all registrants who attended orientation and appraisal about these provisions. However, the sheer amount of information about GAIN presented in those sessions, and the perfunctory nature of the orientation in many of the counties (as described in MDRC's second report on GAIN), probably resulted in some registrants not hearing or focusing on all of these provisions.

Overall, according to their responses to the child care survey, respondents were much more aware of some of these provisions than of others. As Table 6 illustrates, 81 percent of the respondents in the mandatory group reported that they were informed that GAIN would provide assistance in finding child care. About 67 percent said that they were informed that GAIN would pay for child care by family members and friends, and a somewhat higher proportion -- 73 percent -- reported knowing that GAIN would pay for care from licensed providers, such as day care centers and family day care homes. Mandatory respondents indicated that they were less well informed about other aspects of GAIN's child care provisions. Approximately 39 percent said that they knew that GAIN would pay for transitional child care for registrants who left welfare for employment. (Among those who became eligible for this assistance, 44 percent said that they knew about it.) Seventeen percent said that they were informed that they would not have to participate in GAIN if they could not find child care.

A somewhat higher proportion of volunteer respondents than mandatory respondents said that they were informed of each child care provision (Table 6). However, like the mandatory group, they were less likely to report being informed of transitional child care than of being informed of in-program assistance.

Table 6

Percent of Respondents Who Reported Receiving Information on GAIN Child Care Issues, by GAIN Status

Issue	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total
Informed that they could receive help from GAIN/ resource & referral agency staff in finding child care			
Yes	80.9%	87.1%	83.0%
No	12.6	8.6	11.3
Don't remember	6.5	4.3	5.8
Informed that GAIN would pay for child care by adult family members or friends			
Yes	66.6	73.7	69.0
No	22.5	16.8	20.6
Don't remember	10.9	9.6	10.5
Informed that GAIN would pay for child care at centers or homes licensed or approved by the government			
Yes	73.1	86.6	77.7
No	15.3	6.7	12.4
Don't remember	11.6	6.7	10.0
Informed that GAIN would pay for child care for 3 months after started job and left welfare			
Yes	38.7	56.0	44.5
No	45.0	34.9	41.6
Don't remember	16.2	9.1	13.8
Informed that they would not have to participate if they could not find child care			
Yes	17.0	26.8	20.3
No	65.6	53.6	61.6
Don't remember	17.4	19.6	18.2
Number of Respondents	413	209	622

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent due to rounding.

Tests of statistical significance were not examined.

Given the many months between respondents' entry into GAIN and their survey interview (see Figure 3), respondents' answers to the above set of questions reflect not only how the information was communicated to them, but also how well they remembered what they were told at orientation and appraisal. However, at least two factors suggest that respondents' claims that they were not informed of some child care provisions do not simply reflect recall problems. First, as shown in the previous section, the staff survey revealed that about one-third of the staff said that registrants were not "very well informed" about child care by the time they entered their initial activities -- an acknowledgment that the communication of child care information may not have been completely successful. Second, as discussed later, a sizable proportion of respondents from the supplemental sample (for whom recall should have been less of a problem) also reported that they were not informed of some of the program's child care policies.

It is also important to note that respondents who said that they were not informed of many of these provisions, or did not remember being informed of them, were less likely than other respondents to be eligible for or need GAIN-funded child care: either they did not participate in a GAIN activity or, to a lesser extent, their youngest child was in school during the hours that they did participate. For example, on the first three questions listed in Table 6, about two-thirds of the respondents in the mandatory group who said that they were not informed or did not remember were not eligible for or did not need GAIN-funded child care for their youngest child.

These findings may partly reflect the fact that many registrants who did not participate in GAIN were deferred during their individual appraisal. When meeting with such registrants, staff probably did not spend much time clarifying or emphasizing GAIN's child care options. Similarly, staff had little reason to focus on child care issues with registrants who indicated that their children would be in school during the hours of their assigned GAIN activity. In general, respondents who were eligible for and needed program child care funds were somewhat more aware of GAIN's policies than were those who did not need it or were not eligible for it.[33]

The greater eligibility and need for child care among the volunteer respondents -- because they had preschool-age children and were much less likely to be deferred from

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[33]Among mandatory respondents who potentially needed and were eligible for in-program child care (that is, they had participated in a GAIN activity and had a youngest child not in school the entire part of the day they attended their most recent activity), 84 percent said they were informed that they could receive help finding child care; 74 percent said they were informed that GAIN would pay for family members and friends; 80 percent said they were informed that GAIN would pay for licensed care; 42 percent said they were informed that GAIN would pay for transitional care; and 19 percent said they were informed that they did not have to participate if they could not find child care. Among mandatory respondents who did not participate in a program activity, or who did participate but whose youngest child was in school during the entire part of the day they attended their most recent activity, the proportion saying they were informed of each provision is as follows (in the same order): 78 percent; 61 percent; 68 percent; 36 percent; and 15 percent.

participation -- would appear to explain why a higher proportion of this group than of mandatory respondents said that they had been informed of GAIN's child care policies. In general, volunteers were probably more likely than mandatory registrants to discuss child care issues with staff at their appraisal meetings. Also, as mentioned earlier, many voluntary registrants were involved in self-initiated education or training. GAIN's child care and other support services were often an important inducement for such registrants to enroll in GAIN, according to MDRC's field interviews with GAIN staff. For all of these reasons, volunteers may have been more inquisitive about GAIN's child care policies and more attentive to the staff descriptions.

The child care survey, in addition to asking respondents whether they were informed about GAIN's policies, also inquired into their perceptions of the level of encouragement staff gave them to use particular types of child care. About two-thirds of those using child care arrangements reported that they received no encouragement to use formal arrangements over family and friends, or vice versa, or that both were encouraged equally. Where one alternative was encouraged, it was more often reported to be licensed care.

C. County Variations in Registrants' Responses

Table 7 presents the findings on registrants' reported knowledge about GAIN's child care provisions, by county. As was true for the sample as a whole, one-half or more of the respondents within each county reported knowing that GAIN would help registrants to locate child care and pay for it so that they could participate in the program, while considerably fewer reported knowing about transitional child care or that the participation requirement was contingent on the availability of child care.

Despite this overall pattern, registrant responses varied substantially across the counties. However, the variation does not fully correspond to the differences in orientation and appraisal practices described previously. Respondents in counties providing more attention to child care issues during orientation and appraisal interviews (particularly Butte, Napa, and San Mateo) did not consistently report greater awareness of all of the basic provisions. (Whether they had become more knowledgeable about selecting high quality care was not measured by the survey.) Notably, however, respondents in these three counties reported being more aware than those in other counties that GAIN offered assistance in locating child care and paying for care from licensed providers.

D. Comparison of the Child Care and Supplemental Samples

Table 8 compares mandatory respondents' answers to the child care information questions for the child care sample (referred to as the "primary sample") and supplemental samples in three counties. As noted previously, the supplemental sample was drawn from Kern, San Mateo, and Santa Clara counties largely to assess whether individuals who registered for GAIN more recently would prove to be more aware of GAIN's policies, reflecting either improvements in county practices in presenting child care information, fewer recall problems owing to a shorter survey follow-up period, or both.

The findings demonstrate that, indeed, a higher proportion of mandatory respondents in the supplemental sample reported being informed about GAIN's child care policies, although

Table 7

Percent of Respondents Who Reported Receiving
Information on GAIN Child Care Issues, by County and GAIN Status

Issue	Napa	San Mateo	Butte	Ventura	Kern	Stanis-laus	Santa Clara	Fresno	Total
Informed that they could receive help from GAIN/resource and referral agency staff finding child care									
Mandatory	90.2%	87.3%	89.6%	78.4%	75.5%	78.9%	76.9%	71.0%	80.9%*
Voluntary	92.2	91.7	--	80.5	--	--	79.1	--	87.1 *
Informed that GAIN would pay for child care by adult family members or friends									
Mandatory	61.0	67.6	81.3	51.0	61.2	76.9	61.5	69.4	66.6 **
Voluntary	61.0	77.1	--	80.5	--	--	86.1	--	73.7 **
Informed that GAIN would pay for child care at centers or homes licensed or approved by the government									
Mandatory	80.5	83.1	93.8	70.6	53.1	76.9	66.7	59.7	73.1 ***
Voluntary	85.7	89.6	--	78.1	--	--	93.0	--	86.6
Informed that GAIN would pay for child care for 3 months after started job and left welfare									
Mandatory	53.7	45.1	43.8	33.3	18.4	48.1	43.6	27.4	38.7 **
Voluntary	57.1	52.1	--	39.0	--	--	74.4	--	56.0 **
Informed that they would not have to participate if they could not find child care									
Mandatory	9.8	11.3	8.3	17.7	16.3	25.0	20.5	25.8	17.0
Voluntary	22.1	33.3	--	19.5	--	--	34.9	--	26.8
Number of Respondents									
Mandatory	41	71	48	51	49	52	39	62	413
Voluntary	77	48	--	41	--	--	43	--	209

SOURCE: MDRC Child Care Survey.

NOTES: The symbol "--" indicates that a volunteer sample was not studied in this county.

Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for all counties. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

Table 8

Percent of Mandatory Respondents Who Reported Receiving Information on GAIN Child Care Issues, by County and Sample Type

Item	San Mateo		Kern		Santa Clara		Total	
	Primary	Supplemental	Primary	Supplemental	Primary	Supplemental	Primary	Supplemental
Informed that they could receive help from GAIN/ resource and referral agency staff in finding child care								
Yes	87.3%	81.3%*	75.5%	75.4%	76.9%	100.0%**	81.1%	82.8%
No	7.0	18.8	18.4	18.0	7.7	0.0	10.7	13.9
Don't know	5.6	0.0	6.1	6.6	15.4	0.0	8.2	3.3
Informed that GAIN would pay for child care by adult family members or friends								
Yes	67.6	65.6	61.2	72.1	61.5	89.7**	64.2	74.6 **
No	21.1	31.3	30.6	23.0	25.6	10.3	25.2	22.1
Don't know	11.3	3.1	8.2	4.9	12.8	0.0	10.7	3.3
Informed that GAIN would pay for child care at centers or homes licensed or approved by the government								
Yes	83.1	84.4	53.1	70.5	66.7	93.1**	69.8	79.5 *
No	8.5	15.6	30.6	21.3	18.0	3.5	17.6	15.6
Don't know	8.5	0.0	16.3	8.2	15.4	3.5	12.6	4.9
Informed that GAIN would pay for child care for 3 months after started job and left welfare								
Yes	45.1	68.8**	18.4	32.8**	43.6	79.3**	36.5	53.3 **
No	39.4	28.1	71.4	47.5	43.6	13.8	50.3	34.4
Don't know	15.5	3.1	10.2	19.7	12.8	6.9	13.2	12.3
Informed that they would not have to participate if they could not find child care								
Yes	11.3	15.6	16.3	16.4	20.5	31.0	15.1	19.7
No	67.6	68.8	69.4	65.6	66.7	48.3	67.9	62.3
Don't know	21.1	15.6	14.3	18.0	12.8	20.7	17.0	18.0
Number of Mandatory Respondents	71	32	49	61	39	29	159	122

SOURCE: MDRC Child Care Survey.

NOTES: The supplemental sample was only selected in Kern, San Mateo and Santa Clara.

Chi-square tests were applied to determine whether, for each question, the percentage distribution in the populations from which the samples were drawn were equal for each sample type. A separate test was applied to the distributions for each question within each county and for all counties combined. A statistically significant result indicates that there is little chance the percentage distributions are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

the change was only slight on two of the five information questions that were asked. The largest increase was observed for transitional child care: 53 percent of the supplemental sample reported being informed about this provision, compared to 37 percent of the child care sample in the three counties. Table 8 also reveals that the biggest changes occurred in Santa Clara County, which showed significant increases on almost all of the questions. It is likely that reduced recall problems and improvement in county practices both accounted for the overall increase.[34]

VI. USE OF CHILD CARE WHILE PARTICIPATING IN GAIN

This section examines the use of in-program child care arrangements and funds by survey respondents. Figure 6 illustrates that 43 percent of all survey respondents participated in a GAIN activity and used a child care arrangement, and 19 percent reported that they used GAIN child care funds. Fifty-seven percent of mandatory respondents did not use child care arrangements primarily because they did not participate (35 percent) or because their youngest child was in school when they did participate (20 percent). Volunteer respondents were much more likely to use a child care arrangement when they participated in GAIN (69 percent) and to use child care funds (48 percent).

Figure 7 examines the use of child care arrangements only among respondents who participated in a GAIN activity. The use of arrangements for this group was prevalent -- 66 percent of the mandatory participants and 97 percent of the voluntary participants used an arrangement during their GAIN activities. Thirty-one percent of the mandatory respondents did not need child care arrangements because their child was in school the entire part of the day they attended their GAIN activities.

The remainder of this section explores the types of child care arrangements program participants used. Arrangements are examined for voluntary and mandatory participants, during the summer and the school year, and in different GAIN components. Then parental perceptions of and experiences with their child care arrangements are described.

A. Patterns of Child Care Arrangements

The child care survey collected information on the type of child care arrangements participants used for their youngest child in their most recent GAIN activity. As discussed earlier, roughly equal proportions of mandatory respondents participated in basic education, vocational training, and job search as their most recent activity (see Table 3). Respondents whose youngest child was five years of age or older were asked about their child care arrangements during the school year, the summer, or both, depending on the time of year they participated. (In this report, five-year-olds are considered school-age children because they attended kindergarten.) If participation occurred partly or only during the school year, respondents were asked if the child was in school for the entire part of the day during which

[34]Among the changes made in Santa Clara county that may have contributed to this improvement was the switch to having staff from the resource and referral agency, rather than from the welfare department, make the child care presentation during orientation.

Figure 6

Survey Respondents' Use of Child Care Arrangements and Child Care Funds
During GAIN Activities, by GAIN Status

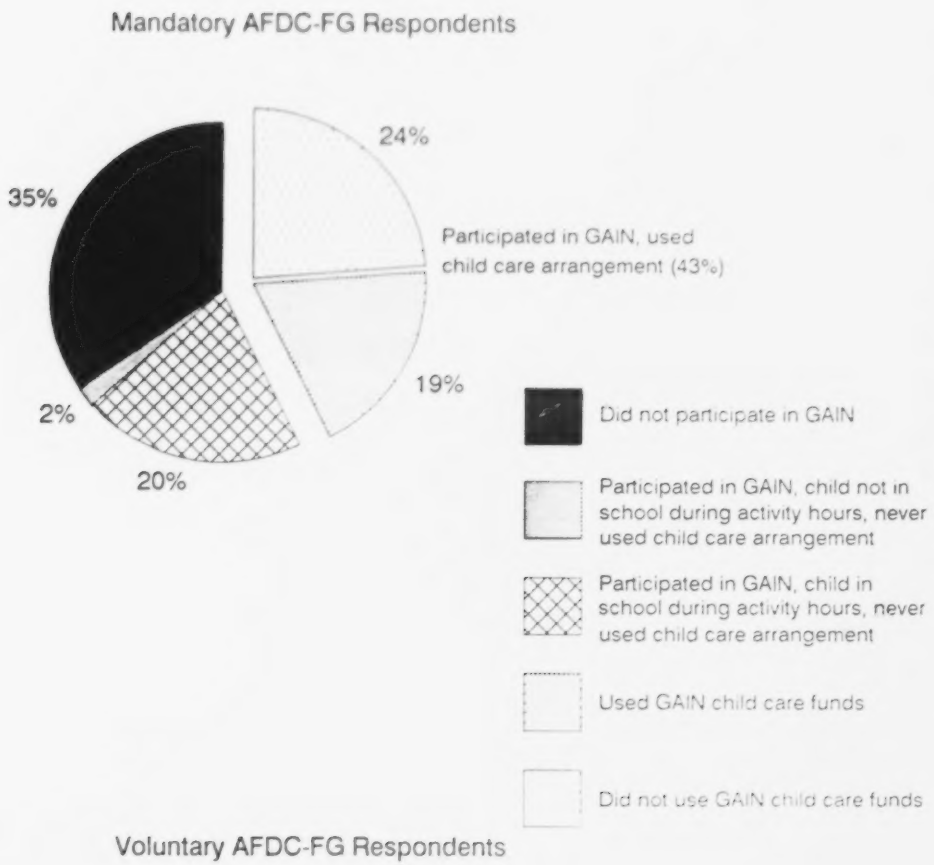
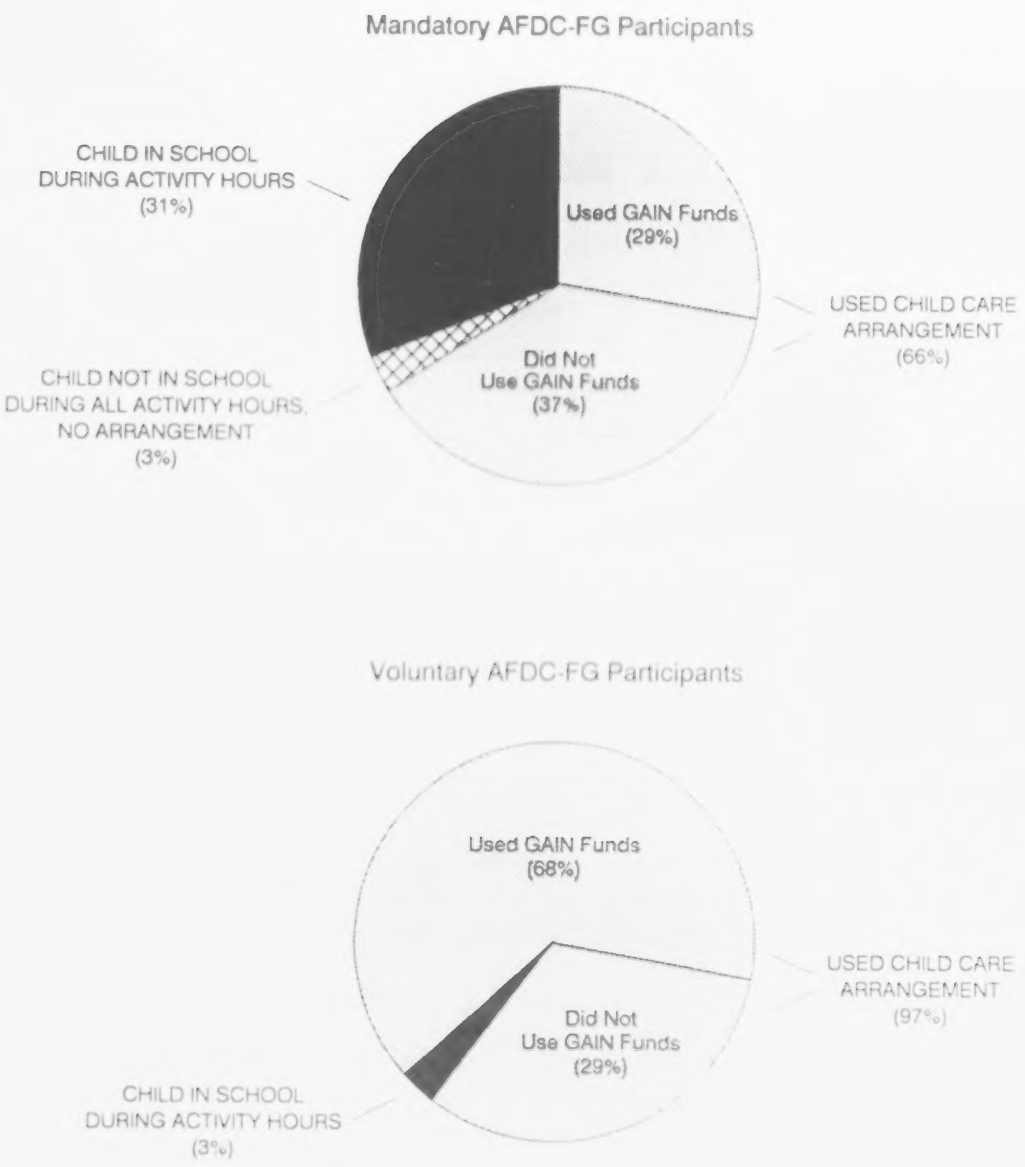

Mandatory AFDC-FG Respondents
24%
35%
Participated in GAIN, used child care arrangement (43%)
19%
2%
20%
Did not participate in GAIN
Participated in GAIN, child not in school during activity hours, never used child care arrangement
Participated in GAIN, child in school during activity hours, never used child care arrangement
Used GAIN child care funds
Did not use GAIN child care funds
Voluntary AFDC-FG Respondents
29%
21%
Participated in GAIN, used child care arrangement (69%)
2%
48%

Figure 7

Participants' Use of Child Care Arrangements and Child Care Funds
During GAIN Activities, by GAIN Status


Mandatory AFDC-FG Participants
CHILD IN SCHOOL DURING ACTIVITY HOURS (31%)
Used GAIN Funds (29%)
USED CHILD CARE ARRANGEMENT (66%)
Did Not Use GAIN Funds (37%)
CHILD NOT IN SCHOOL DURING ALL ACTIVITY HOURS, NO ARRANGEMENT (3%)
Voluntary AFDC-FG Participants
Used GAIN Funds (68%)
USED CHILD CARE ARRANGEMENT (97%)
Did Not Use GAIN Funds (29%)
CHILD IN SCHOOL DURING ACTIVITY HOURS (3%)

they participated in GAIN, indicating that they did not need child care. Those whose child was not in school the entire time were asked who provided care, and where, during this time. Respondents with children under the age of five were asked about their most recent child care arrangement during their GAIN activity, without distinguishing between the school year and the summer.

Child care arrangements were coded into several broad categories. These included relative care and non-relative care (not including day care centers and preschools), which were further distinguished by whether the care took place in the child's home, the provider's home, or elsewhere. Non-relative care encompassed, but was not limited to, licensed and exempt family day care homes. Another major category was center-based care, which was provided in day care centers, nurseries, and preschools.

Table 9 shows the extent to which these different types of arrangements were reportedly used by mandatory and voluntary registrants while they were in their most recent GAIN activity. It also shows the extent to which children were left to care for themselves and the extent to which child care was unnecessary because the child was in school. During the school year approximately 55 percent of the mandatory participants had their youngest child in school the entire portion of the day during which they were active in a GAIN component. The remainder relied primarily on relatives and non-relatives, about equally. Child care was provided by relatives in both the provider's and the child's home, while non-relative care took place mostly in the provider's home. During the school year 11 percent of the mandatory participants used center-based care, such as day care centers or preschools, and 3 percent left their child to care for himself or herself.

During the summer, when their youngest child was out of school, mandatory participants relied primarily on relatives for child care (Table 9). The use of relative care increased substantially during the summer months, but there were only modest increases in the use of non-relative providers or center-based care.[35]

Voluntary GAIN participants, most of whom had a child under the age of six while they were in GAIN, used different types of child care arrangements than did mandatory participants (Table 9). Approximately one-half of the voluntary participants used day care centers or preschools. The other half relied on relatives and, to a lesser extent, non-relatives. None reported leaving their child alone when they participated in GAIN.

Table 10 examines the age and relationship (to the respondent) of relative and non-relative child care providers. Mandatory respondents using relative care relied primarily on relatives other than another child or the other parent. Six percent used a provider under the age of eighteen -- usually in the fifteen-to-seventeen age bracket -- during the school year. During the summer, there was greater use of another child as the provider and the proportion who used a provider under the age of eighteen increased to 16 percent. Voluntary

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[35]Although the members of the "school year" and "summer" samples differed somewhat (which potentially could explain the differences in arrangements), similar patterns were observed when child care arrangements were examined for those who participated during both the summer and the school year.

Table 9

Percentage Distribution of Child Care Arrangements
for Respondents' Youngest Child During Most Recent Activity,
by GAIN Status and Time of Year

Child Care Arrangement	Mandatory AFDC-FG Respondents		Voluntary AFDC-FG Respondents
	School Year	Summer	
Activity occurred while child was in school	54.6%	0.0%	6.0%
Relative provided care	17.3	52.0	25.5
In child's home	7.6	22.0	10.1
In provider's home	9.7	30.0	15.4
Elsewhere	0.0	0.0	0.0
Non-relative provided care	13.9	20.0	18.8
In child's home	4.2	7.0	2.7
In provider's home	9.7	11.0	14.8
Elsewhere	0.0	2.0	1.3
Center-based care	10.9	15.0	47.7
Child cares for self	2.9	5.0	0.0
Data not available	0.4	8.0	2.0
Total	100.0	100.0	100.0
Number of Respondents Who Participated	238	100	149

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent and subcategories may not add to category totals due to rounding.

Not all respondents participated in a GAIN activity during both the school year and the summer. For the small number of mandatory AFDC-FG respondents whose youngest child is less than five (pre-school age), the child care arrangement is reported in the school year column. For the small number of voluntary AFDC-FG respondents whose youngest child is five or older, the arrangement reported is the school year arrangement if the respondent participated in the school year only or in both the school year and the summer, and is the summer arrangement if the respondent participated in the summer only.

Tests of statistical significance were not examined.

Table 10

Percentage Distribution of Selected Characteristics of Relative and Non-relative Child Care Providers During GAIN Respondents' Most Recent Activity, by GAIN Status and Time of Year

Characteristic	Mandatory AFDC-FG Respondents		Voluntary AFDC-FG Respondents
	School Year	Summer	
Age of provider			
Twelve or younger	0.0%	1.4%	0.0%
13-14	0.0	1.4	0.0
15-17	5.5	12.7	1.6
18-25	20.5	15.5	19.7
26-35	31.5	21.1	26.2
36-55	28.8	28.2	37.7
Older than 55	13.7	19.7	14.8
Total	100.0	100.0	100.0
Relationship to respondent			
Other child	6.8	18.1	0.0
Other parent	16.2	12.5	6.1
Other relative	32.4	41.7	51.5
Non-relative	44.6	27.8	42.4
Total	100.0	100.0	100.0
Number of Respondents Who Participated Using Relative or Non-relative Child Care Providers	74	72	66

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent due to rounding.

This table includes child care provided by relatives or non-relatives in the child's home, the provider's home, or elsewhere.

Not all respondents participated in a GAIN activity during both the school year and the summer. For the small number of mandatory AFDC-FG respondents whose youngest child is less than five (pre-school age), the characteristics of the provider are reported in the school year column. For the small number of voluntary AFDC-FG respondents whose youngest child is five or older, the characteristics reported are of the school year provider if the respondent participated in the school year only or in both the school year and the summer, and are of the summer provider if the respondent participated in the summer only.

Tests of statistical significance were not examined.

participants using relative care never relied on their other children and rarely used the other parent of the child or persons under the age of eighteen as providers.

Participants were asked the average number of hours per week their child care provider was used in their current or most recent GAIN activity. The last row of Table 11 shows that mandatory participants used their arrangements, on average, for 19 hours per week during the school year and 22 hours per week during the summer. Voluntary participants used their arrangements somewhat longer -- for an average of 26 hours per week. The greater use of child care by volunteers may be partially accounted for by their propensity to be involved in training activities, which generally required a greater time commitment (see below). Center-based care was generally used for a greater number of hours per week than were other types of care.[36]

Child care arrangements differed according to the age of the youngest child, as indicated in Table 12. (This analysis, and the remainder of the discussion in this section, reports on the school year arrangement for children five years of age and older. The school year arrangement was assumed to be the dominant arrangement since it covers most of the calendar year.) Participants with very young children (five years of age or younger) were likely to receive care from a day care center or nursery.[37] The likelihood that the most recent activity occurred while the youngest child was in school increased with the age of school-age children. Seven percent of children in the nine-to-eleven age bracket cared for themselves while their parent participated in GAIN. (Of the small number of respondents in this situation, a majority reported that they were aware of the child care assistance offered by GAIN.)[38]

Child care arrangements also differed according to the GAIN activity in which the respondent participated. As shown in Table 13, participants who were enrolled in vocational education or training programs were more likely to use center-based care than were those who participated in basic education and (for mandatory participants) in job search. Mandatory

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[36]During the school year, on average, mandatory participants used relative care for 17 hours per week, non-relative care for 16 hours per week, and center-based care for 26 hours per week. During the summer months, the average number of hours each of these types of care was used was 20, 21, and 27, respectively. On average, voluntary participants used relative care for 24 hours per week, non-relative care for 28 hours per week, and center-based care for 26 hours per week.

[37]Most participants with children five years of age or younger were volunteers at the time they registered for GAIN. Thus, patterns observed by age of the youngest child largely (but not completely) reflect the pattern observed for mandatory and voluntary participants.

[38]Of the 7 respondents who participated in GAIN during the school year and had their child care for himself or herself, 4 reported that they were informed that GAIN would assist them in finding child care, 5 that GAIN would pay for child care by family and friends, 5 that GAIN would pay for licensed care, and 1 that they would not have to participate in GAIN if they could not find child care. Two reported that they asked for assistance from GAIN or resource and referral staff and both reported that they had received assistance. Three of the respondents became employed during the survey follow-up period, and all 3 reported that their child cared for himself or herself when they were working.

Table 11

Average Number of Hours Per Week Respondents Used Their Child Care Arrangements During Their Most Recent Activity, by GAIN Activity, GAIN Status, and Time of Year

GAIN Activity	Mandatory AFDC-FG Respondents		Voluntary AFDC-FG Respondents
	School Year	Summer	
Basic Education	17.4	16.3	20.4
	(26)	(27)	(34)
Job Search Activities	14.6	23.9	23.8
	(18)	(20)	(40)
Vocational Education and Training	22.7	28.5	30.7
	(38)	(15)	(62)
All Activities	18.9	21.8	26.2
	(87)	(65)	(137)

SOURCE: MDRC Child Care Survey.

NOTES: A child care arrangement was defined as child care provided by relatives, non-relatives, day care centers, nurseries, and preschools.

Not all respondents participated in a GAIN activity during both the school year and the summer. For the small number of mandatory AFDC-FG respondents whose youngest child is less than five (pre-school age), the hours per week respondents used their child care arrangement are reported in the school year column. For the small number of voluntary AFDC-FG respondents whose youngest child is five or older, the hours reported are those used during the school year if the respondent participated in the school year only or in both the school year and the summer, and are those used during the summer if the respondent participated in the summer only.

The average number of hours PREP participants used their child care arrangement is not reported separately because of small sample sizes. However, PREP participants are included in the "All Activities" row.

The sample size is listed below each average in parentheses.

Tests of statistical significance were not examined.

Table 12

Percentage Distribution of Child Care Arrangements
for Respondents' Youngest Child During Most Recent Activity,
by Age of Child

Child Care Arrangement	Age of Child			
	<2	2-5	6-8	9-11
Activity occurred while child was in school	0.0%	3.5%	57.3%	65.6%***
Relative provided care	34.7	25.5	16.9	10.5
In child's home	21.7	9.7	4.0	6.3 ***
In provider's home	13.0	15.8	12.9	4.2 *
Elsewhere	0.0	0.0	0.0	0.0
Non-relative provided care	17.4	16.7	15.4	14.6
In child's home	2.2	1.8	7.3	2.1 *
In provider's home	13.0	14.0	8.1	12.5
Elsewhere	2.2	0.9	0.0	0.0
Center-based care	47.8	51.8	8.9	2.1 ***
Child cares for self	0.0	0.0	0.0	7.3 ***
Data not available	0.0	2.6	1.6	0.0
Total	100.0	100.0	100.0	100.0
Number of Respondents Who Participated	46	114	124	96

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent and subcategories may not add to category totals due to rounding.

For respondents whose youngest child is five years of age or older, this table reports on the school year arrangement. Not included on the table are respondents whose youngest child is five or older but who did not participate in GAIN during the school year. Also not included are the small number of respondents for whom data are not available about the age of their youngest child.

Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for all age of child categories. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

Table 13

Percentage Distribution of Child Care Arrangements
for Respondents' Youngest Child During Most Recent Activity,
by GAIN Status and Type of Activity

	Mandatory AFDC-FG Respondents			Voluntary AFDC-FG Respondents		
Child Care Arrangement	Basic Education	Job Search Services	Vocational Training	Basic Education	Job Search Services	Vocational Training
Activity occurred while child was in school	57.7%	66.7%	44.6%**	8.3%	2.6%	7.4%
Relative provided care	22.4	15.0	9.6*	33.4	23.1	22.0
In child's home	10.6	6.7	2.4	16.7	7.7	8.8
In provider's home	11.8	8.3	7.2	16.7	15.4	13.2
Elsewhere	0.0	0.0	0.0	0.0	0.0	0.0
Non-relative provided care	11.8	8.3	20.5*	22.3	17.9	17.6
In child's home	2.4	3.3	7.2	5.6	0.0	2.9
In provider's home	9.4	5.0	13.3	16.7	12.8	14.7
Elsewhere	0.0	0.0	0.0	0.0	5.1	0.0*
Center-based care	4.7	6.7	21.7***	36.1	51.3	50.0
Child cares for self	3.5	1.7	3.6	0.0	0.0	0.0
Data not available	0.0	1.7	0.0	0.0	5.1	2.9
Total	100.0	100.0	100.0	100.0	100.0	100.0
Number of Respondents Who Participated	85	60	83	36	39	68

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent and subcategories may not add to category totals due to rounding.

For respondents whose youngest child is five years of age or older, this table reports on the school year arrangement. Not included on the table are respondents whose youngest child is five or older but who did not participate in GAIN during the school year.

Respondents who participated in PREP as their most recent GAIN activity are not included on this table because of small sample sizes.

Chi-square tests were applied to determine whether the percentages in the population from which the sample was drawn were equal for each GAIN activity. For each row, a separate test was applied to the percentages for mandatory respondents and to the percentages for voluntary respondents. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

participants were also less likely to have their child in school during the entire part of the day they were in vocational training than during other GAIN activities.

The average number of hours that participants used their child care arrangements also varied by GAIN activity (see Table 11). During the school year mandatory participants in basic education and job search activities used their child care arrangements for 17 and 15 hours per week, respectively, while those in training activities used them for 23 hours per week. The varying schedules and time commitments of different GAIN activities explain these differences. Basic education courses and job search activities occurred primarily during school hours, usually daily during the morning. Basic education programs offered instruction for 12 to 20 hours per week, depending on the provider. Job club met daily for 3 to 4 hours, while the hours for supervised job search were more sporadic.[39] Training programs often had longer hours.

In each GAIN activity, the average number of hours mandatory participants used their arrangements during the summer was slightly higher than it was during the school year (particularly for job search activities). However, the number of hours arrangements were used during the summer were similar to those reported by voluntary participants (see Table 11).

As shown in Table 14, there was variation among counties in the types of arrangements GAIN participants were likely to use during their most recent activity. The proportion of mandatory participants (see Panel A) who reported that their most recent activity occurred during the hours their youngest child was in school varied from 36 percent in Stanislaus to 72 percent in San Mateo. This may be partially accounted for by variations in the schedules of GAIN services across counties. In addition, the activities in which GAIN registrants most recently participated could have affected these rates. This is particularly notable in Butte, where a relatively low proportion of respondents had their youngest child in school during GAIN activities and where approximately 70 percent most recently participated in vocational training, which was less likely to take place during school hours.

Approximately 20 percent of the mandatory participants in Butte, Santa Clara, and Ventura used center-based care, while only about 4 to 5 percent of those in the more agricultural counties of Fresno, Kern, and Stanislaus used them. The supply of licensed child care, which is often more limited in rural areas, may partially account for these differences. Patterns in child care arrangements for voluntary registrants (see Panel B) were more similar across counties, although there was a lower use of center-based care in Ventura.

B. Parental Perceptions of Child Care Arrangements

This section and the next discuss respondents' perceptions of and experiences with child care while they participated in GAIN, including the reasons they chose their arrangements, the problems they experienced with them, and whether they preferred to change them.

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[39]Survey respondents reported that they more commonly participated in job club (76 percent) as opposed to job search (24 percent).

Table 14

Percentage Distribution of Child Care Arrangements
for Respondents' Youngest Child During Most Recent Activity,
by County and GAIN Status

A. Mandatory AFDC-FG Respondents

Child Care Arrangement	Napa	San Mateo	Butte	Ventura	Kern	Stanis-laus	Santa Clara	Fresno	Total
Activity occurred while child was in school	60.0%	72.1%	44.8%	52.2%	66.7%	35.7%	45.0%	50.0%	54.6% *
Relative provided care	13.3	4.6	10.4	21.8	14.8	28.6	10.0	34.3	17.3
In child's home	3.3	2.3	3.5	4.4	3.7	14.3	5.0	21.1	7.6
In provider's home	10.0	2.3	6.9	17.4	11.1	14.3	5.0	13.2	9.7
Elsewhere	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Non-relative provided care	13.3	9.3	20.7	4.4	14.8	28.6	15.0	7.9	13.9
In child's home	3.3	2.3	6.9	4.4	0.0	14.3	0.0	2.6	4.2
In provider's home	10.0	7.0	13.8	0.0	14.8	14.3	15.0	5.3	9.7
Elsewhere	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Center-based care	10.0	11.6	20.7	17.4	3.7	3.6	20.0	5.3	10.9
Child cares for self	3.3	2.3	3.5	0.0	0.0	3.6	10.0	2.6	2.9
Data not available	0.0	0.0	0.0	4.4	0.0	0.0	0.0	0.0	0.4
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of Mandatory Respondents Who Participated	30	43	29	23	27	28	20	38	238

B. Voluntary AFDC-FG Respondents

Child Care Arrangement	Napa	San Mateo	Ventura	Santa Clara	Total
Activity occurred while child was in school	5.9%	9.1%	4.2%	5.6%	6.3%
Relative provided care	23.5	21.2	25.0	30.6	25.0
In child's home	9.8	9.1	4.2	16.7	10.4
In provider's home	13.7	12.1	20.8	13.9	14.6
Elsewhere	0.0	0.0	0.0	0.0	0.0
Non-relative provided care	13.8	15.2	37.5	16.7	18.8
In child's home	2.0	6.1	0.0	2.8	2.8
In provider's home	9.8	9.1	33.3	13.9	14.6
Elsewhere	2.0	0.0	4.2	0.0	1.4
Center-based care	54.9	54.6	25.0	44.4	47.2 *
Child cares for self	0.0	0.0	0.0	0.0	0.0
Data not available	2.0	0.0	8.3	2.8	2.8
Total	100.0	100.0	100.0	100.0	100.0
Number of Voluntary Respondents Who Participated	51	33	24	36	144

(continued)

Table 14 (continued)

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent and subcategories may not add to category totals due to rounding.

For respondents whose youngest child is five years of age or older, this table reports on the school year arrangement. Not included on the table are respondents whose youngest child is five or older but who did not participate in GAIN during the school year.

Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for all counties. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

For several questions in the survey that are covered in the remainder of this report, the actual answers of respondents were recorded during the interview and then coded into broader categories, which are indicated in the tables. Respondents were allowed up to three answers per question. Percentages may sum to more than 100 percent because a respondent could give more than one answer.

Table 15 examines respondents' perceptions of the child care arrangements they used when they participated in their most recent GAIN activity. (Respondents who participated in GAIN activities and did not use child care arrangements -- either because their youngest child was in school or because their youngest child cared for himself or herself -- are not included in this analysis of parental perceptions.) Approximately one-third of the respondents reported that they initially selected their child care arrangements because the provider was conveniently located or because they liked the provider for general reasons (as suggested by comments such as "I liked the provider" or "I trusted the provider"). Compared to those using other types of care, respondents using center-based care were more likely to choose their provider because they liked specific aspects of their arrangement such as the supervision or educational stimulation of the children, while those using relatives were more likely to select their arrangements because they were "affordable."

Overall, respondents' answers to several survey questions suggest that a majority perceived the child care arrangements they used when they participated in their most recent GAIN activity to be at least adequate, but some would have preferred different arrangements. About 87 percent described their arrangements as "very dependable," while only one percent described them as "very undependable." When respondents were asked whether they would choose the same arrangements again, or whether they would prefer different arrangements now that they were familiar with the arrangements for their youngest child, 14 percent said that they would prefer different arrangements (see Table 15). Respondents who preferred different arrangements (a different arrangement type or simply a different person or center) most commonly reported that they were not satisfied with a specific aspect of the care, such as the lack of educational stimulation, or that their provider was undependable.[40]

Respondents were also asked whether they would have picked the same type of arrangement or a different one if they could have chosen <u>any</u> type (a question encouraging them to disregard practical constraints such as availability or cost). About 40 percent said that they would have selected a different type of arrangement. Approximately one-half of these

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[40]The reasons registrants gave for preferring different arrangements were as follows: 18 percent said that the child was not stimulated educationally, 16 percent said that the provider was not dependable, 12 percent said that the supervision of the children was inadequate, 12 percent said that the care was unsatisfactory for other reasons, 9 percent said that they preferred professional care, 7 percent said that they did not like the physical facilities of the provider, 7 percent said that the provider was inconveniently located, and 5 percent said that the hours were inconvenient. The remaining responses were under 5 percent.

Table 15

Perceptions of Child Care Arrangements
for Respondents' Youngest Child During Most Recent Activity,
by Type of Child Care Arrangement

Survey Item	Relative			Non-relative			Center-based	Total	
	Child's Home	Provider's Home	Total	Child's Home	Provider's Home	Total			
Percent who reported they chose their child care arrangement because:[a]									
Convenient location	34.0%	27.8%	30.3%	47.4%	31.4%	35.7%	37.3%	34.1%	
Liked provider generally[b]	17.0	31.9	26.1	31.6	39.2	37.1	38.2	33.1	
Prefer someone I know	23.4	30.6	27.7	15.8	15.7	15.7	1.8	15.4	***
Only thing available	12.8	12.5	12.6	10.5	13.7	12.9	10.0	11.7	
Liked specific aspects of care[c]	2.1	8.3	5.9	10.5	2.0	4.3	20.0	10.7	***
Affordable	19.2	8.3	12.6	5.3	9.8	8.6	5.5	9.0	
Other[d]	21.3	12.5	16.0	26.3	21.6	22.9	18.2	18.4	
Percent who said their child care arrangement was:[e]									
Very dependable	97.9	91.7	94.1	79.0	72.6	74.3	88.2	87.3	***
Somewhat dependable	2.1	6.9	5.0	21.1	19.6	20.0	10.0	10.4	***
Somewhat undependable	0.0	0.0	0.0	0.0	3.9	2.9	0.0	0.7	
Very undependable	0.0	0.0	0.0	0.0	2.0	1.4	1.8	1.0	
Now that they are familiar with arrangements during most recent activity, percent who said they would prefer different arrangements rather than choosing the same arrangements again	9.6	11.7	10.7	25.0	18.8	20.0	14.9	14.2	
If they could have chosen <u>any</u> type of child care arrangements while in most recent activity, percent who said they would have chosen different type of arrangements	44.7	38.9	41.2	36.8	54.9	50.0	36.4	41.5	
Percent who said they changed their arrangement	25.5	22.2	23.5	36.8	31.4	32.9	23.6	25.8	
Of those who changed their child care arrangement, percent who said they changed because:[a,f]									
No longer available	---[j]	---	---	---	---	---	---	19.5	
Did not like provider generally[g]	---	---	---	---	---	---	---	13.0	
Inconvenient location	---	---	---	---	---	---	---	10.4	
Not dependable	---	---	---	---	---	---	---	10.4	
Better arrangements became available	---	---	---	---	---	---	---	7.8	
Did not like specific aspects of care[h]	---	---	---	---	---	---	---	6.5	
Inconvenient hours	---	---	---	---	---	---	---	6.5	
Inconvenient for other reasons	---	---	---	---	---	---	---	6.5	
Other[i]	---	---	---	---	---	---	---	23.4	
Number of Respondents Who Participated and Used a Child Care Arrangement	47	72	119	19	51	70	110	299	

(continued)

Table 15 (continued)

SOURCE: MDRC Child Care Survey.

NOTES: Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for all type of child care arrangement categories. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

This table reports on the most recent child care arrangement used by the respondent in their most recent activity.

[a]Response categories under 5 percent are reported in the "other" category. Responses do not sum to 100.0 percent because a respondent can give up to three answers to the question and because responses of "don't know" and non-applicable responses are not reported on the table.

[b]This category includes the responses of: trusted people who recommended provider, trusted provider, generally favorable impression of provider, and previous experience with provider.

[c]This category includes the responses of: good supervision, liked the physical or hygienic aspects of care, child stimulated educationally, child could get affection, and socialization opportunities with other children.

[d]"Other" includes the responses of: convenient hours, good physical environment, dependability, GAIN or resource and referral agency advice, and other miscellaneous responses.

[e]Subcategories may not add to 100.0 percent because some respondents did not know the answer to the question or did not answer the question or due to rounding.

[f]The sample size for this question is 77 AFDC-FG respondents.

[g]This category includes the responses of: my child was unhappy, did not like the provider, and incompatibility with provider or other children.

[h]This category includes the responses of: supervision was inadequate, fear of sexual abuse, did not like physical care, inadequate educational stimulation, insufficient attention or socialization, and unable to care for child with special needs.

[i]"Other" includes the responses of: preferred a provider from own culture, the GAIN program did not pay for the arrangement, unable to afford the arrangement, and other miscellaneous responses.

[j]The symbol "---" indicates sample sizes are too small for statistics to be reported by type of child care arrangement.

respondents said that they would have chosen a day care center or preschool,[41] primarily because they regarded them as more educationally stimulating.[42]

Child care arrangements during GAIN activities were stable for the majority of the respondents. Twenty-six percent said that they changed their arrangements at some point during their participation in the GAIN program. Of those who changed, the primary reasons were that the provider was no longer available or that they did not like the provider in general.

Overall, child care provided by non-relatives appears to have been somewhat more problematic than other types of care. For example, approximately 90 percent of those respondents using center-based or relative care reported that their arrangements were "very dependable," while 75 percent of those using non-relative care gave this response, as shown in Table 15. The issues reported on Table 15 were also analyzed separately for mandatory and voluntary respondents; however, there were no significant differences in responses between the two groups.

Respondents were asked whether, if they needed child care in order to participate in GAIN, they would prefer family and friends, or licensed day care homes and centers. Among mandatory respondents who used any child care arrangements, 54 percent preferred family and friends, while 20 percent preferred licensed homes and centers. The remainder said that they had no strong preference. Among volunteers, 30 percent preferred family or friends, 30 percent preferred licensed care, and 40 percent had no strong preference.

Among respondents who both used a child care arrangement while active in GAIN and said that they preferred family and friends, a majority (68 percent of the mandatory respondents and 51 percent of the voluntary respondents) had, in fact, used family members

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[41]Forty-seven percent of the respondents reported that they would choose a day care center or preschool, 18 percent said that they would choose a relative or friend, 13 percent said that they would choose a private sitter, and 16 percent said that they would choose another arrangement.

[42]Of those respondents who said that they would prefer a day care center, 37 percent said that they preferred this arrangement because it was educationally stimulating; 25 percent because it offered socialization opportunities with other children; 25 percent because it offered other advantages for the child (including better supervision, a more structured environment, more creative surroundings, more special attention for their child, more professional staff, and lower staff/children ratios); 9 percent because it had a better physical environment; and 9 percent because it was more dependable. Of those respondents who said that they would prefer that a relative or friend care for their child, 32 percent said that they would prefer someone they knew; 23 percent said that the provider offered other advantages for the child (see above for definition), 23 percent said that this type of care provided a better physical environment; and 9 percent said that the location was more convenient. The remaining responses were under 5 percent.

during their most recent activity. Similarly, a majority (66 percent to 76 percent) of those preferring licensed homes and centers had used center-based care.[43]

C. Experiences with Child Care While in GAIN

Table 16 examines respondents' experiences with child care during their tenure in the GAIN program.[44] (This analysis includes all respondents who participated in the GAIN program, regardless of whether they used a child care arrangement.) Respondents were registered for the GAIN program for a relatively long period of time -- sixteen months (on average) for mandatory respondents and about one year (on average) for voluntary respondents. During this time, about 18 percent of the mandatory and voluntary respondents combined reported that they experienced child care "problems." Common types of problems included trouble finding reliable providers and payment difficulties.[45]

About 22 percent of the respondents who participated in a GAIN activity stated that they missed time in GAIN because their child care provider was not available or because they did not have a provider, although about one-half said that this occurred only once or twice. Twelve percent of the participating respondents said that they found it necessary to leave any of their children under the age of twelve at home, without a babysitter, when they were attending GAIN activities. Few respondents did this regularly, however, and it occurred more frequently among mandatory respondents, who had older children. (It is also likely that volunteers may have left their older, school-age children alone, since they rarely left their youngest child to care for himself or herself (see Table 9).) Almost two-thirds of the respondents reported that they stayed home from their GAIN activity at some point because their child became ill (see Table 16).

Voluntary respondents who participated in GAIN made greater use of the assistance provided by the GAIN program and the resource and referral staff than did mandatory participants. While approximately one-half of the voluntary participants said that they asked

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[43]Of the mandatory respondents who reported that they preferred child care provided by family and friends, 68 percent used relative care in their most recent activity, 24 percent used non-relative care, and 8 percent used center-based care. Of the mandatory respondents who reported that they preferred child care provided by licensed centers and homes, 66 percent used center-based care in their most recent activity, 22 percent used non-relative care, and 12 percent used relative care. The findings were similar for volunteer respondents. Of the volunteers who reported that they preferred child care provided by family and friends, 51 percent used relative care in their most recent activity, 15 percent used non-relative care, and 33 percent used center-based care. Of the volunteers who reported that they preferred child care provided by licensed centers and homes, 76 percent used center-based care in their most recent activity, 21 percent used non-relative care, and 2 percent used relative care.

[44]The analysis of the survey items in Table 16 could not be completed by type of child care arrangement used. The questions were asked about respondents' general experiences in the GAIN program and were not tied to the use of a particular child care arrangement.

[45]Responses included in the payment difficulties response category were: difficulty finding affordable care, the GAIN program would not pay the rate requested by the provider, and the payments made by the GAIN program were not timely.

Table 16

GAIN Respondents' Experiences with
Child Care During Program Activities,
by GAIN Status

Child Care Problem	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total
Average length of time in GAIN (months)	16.0	12.6	14.8
Percent who said they had problems with child care for any of their children younger than 12	17.4	18.8	17.9
Of those who had child care problems, percent who said the problem was: [a,b]			
Difficulty finding reliable provider	23.4	7.1	17.3
Difficulty finding provider to meet schedule	17.0	17.9	17.3
Payment difficulties[c]	12.8	25.0	17.3
Difficulty finding quality care	12.8	21.4	16.0
Difficulty when child sick	14.9	7.1	12.0
Problems with quality of program	10.6	7.1	9.3
Difficult finding a provider for child with special problems	4.3	7.1	5.3
Other [d]	17.0	28.6	21.3
Percent who missed time in GAIN because their child care provider was not available or because they did not have a provider	23.7	17.4	21.5
Percent who said this happened:[e]			
Once or twice	11.9	7.4	10.3
3-5 times	6.3	5.4	6.0
6-10 times	2.2	2.0	2.2
More than 10 times	2.6	2.7	2.6
Percent who left any child younger than 12 home without a babysitter	15.6	5.4	11.9
Percent who said they did this:[e]			
Regularly	4.8	0.7	3.3
Sometimes	4.1	2.0	3.3
Very infrequently	6.7	2.7	5.3

(continued)

Table 16 (continued)

Child Care Problem	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total
When child was sick, percent who said they: [a]			
Stay home to care for child	62.2	69.8	64.9
Find relative	24.1	22.2	23.4
Child never sick during activity	14.1	9.4	12.4
Use same arrangement	4.4	10.1	6.4
Find friend	6.3	4.7	5.7
Other[f]	7.4	4.0	6.2
Number of Respondents Who Participated	270	149	419

SOURCE: MDRC Child Care Study.

NOTES: Tests of statistical significance were not examined.

[a]Response categories under 5 percent are reported in the "other" category. Responses do not sum to 100.0 percent because a respondent can give up to three answers to the quesion and because responses of "don't know" and non-applicable responses are not reported on the table.

[b] The sample size for this question is 47 mandatory AFDC-FG respondents and 28 voluntary AFDC-FG respondents.

[c]Responses included in the payment difficulties category were: difficulty finding affordable care, the GAIN program would not pay the rate requested by the provider, and the payments made by the GAIN program were not timely.

[d] "Other" includes the responses of: not enough help from GAIN or resource and referral staff and other miscellaneous responses.

[e] Subcategories may not add to category totals because some respondents did not know the answer to the question or did not answer the question.

[f] "Other" includes other miscellaneous child care arrangements.

for assistance with their child care from GAIN or the resource and referral staff, 18 percent of the mandatory participants did so. Similarly, 52 percent of the voluntary participants reported that they received assistance at some point during the program, as compared to 19 percent of the mandatory participants. The relatively higher use of GAIN and resource and referral agency staff by volunteers may reflect the greater assistance required in locating or arranging center-based care (which was more common among volunteers) compared to other types of care.

Of the 18 percent of respondents who reported having child care problems, approximately 50 percent said that they had asked GAIN or the resource and referral staff for assistance. However, while approximately one-half reported that the assistance was "very helpful" or "somewhat helpful," more than one-third stated that it was "not helpful at all."

The survey also inquired about the child care arrangements for older children, age twelve to fourteen, who did not qualify for GAIN child care funds. About one-third of the GAIN respondents who had a child in this age bracket reported that the child was on his or her own without supervision after school or on days when school was closed. Forty percent of these respondents reported that the situation caused them "problems or worries," primarily that their child "could not be trusted" on his or her own.[46]

D. Utilization of Child Care Funds While in GAIN

As discussed above, a factor that has affected the program's overall child care expenditures is the extent to which GAIN registrants were using child care arrangements that were paid for with GAIN funds. Among respondents who participated in a GAIN activity, 29 percent of the mandatory group and 68 percent of the volunteers used a GAIN-funded child care arrangement for their youngest child (see Figure 7).

As shown in Table 17, a significant proportion of the respondents who both participated in GAIN and used a child care arrangement (at some point during the program) reported that they did not use GAIN funds to pay for this care. Overall, only 56 percent of respondents who used a child care arrangement reported that they used any GAIN funds. Volunteers were more likely to use program funds (70 percent) than were mandatory respondents (44 percent).[47]

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[46]When asked what types of problems or worries leaving their twelve-to-fourteen-year-old child alone caused, 69 percent of the participants reported that they felt that their child could not be trusted, 38 percent said that they thought it was unsafe, and 13 percent were afraid of crime. The remaining responses were under 5 percent.

[47]There were not substantial differences in the average age of the youngest child of those who did and did not use GAIN in-program child care funds. However, those who used the funds had more hours of child care per week in their most recent activity. For mandatory respondents, the figures are 24 hours for those who used the funds (average age of youngest child: 6.1 years) compared to 17 hours (and 7.6 years) for those who did not use the funds. For voluntary respondents, the equivalent figures are 27 hours (2.6 years) and 24 hours (3.3 years). The hours refer to those used in the respondents' most recent child care arrangement.

Table 17

Use of GAIN Child Care Funds by
Respondents Using a Child Care Arrangement,
by County and GAIN Status

Survey Item	Napa	San Mateo	Butte	Ventura	Kern	Stanislaus	Santa Clara	Fresno	Total
Percent who reported using GAIN child care funds									
Mandatory	42.9%	46.4%	52.2%	38.9%	37.5%	20.7%	64.3%	57.1%	44.1%
Voluntary	79.6	71.9	--	43.5	--	--	71.4	--	70.1 **
Percent who said that GAIN paid:									
Whole cost of child care expenses									
Mandatory	33.3	42.9	34.8	27.8	18.8	20.7	35.7	53.6	34.5
Voluntary	66.7	62.5	--	34.8	--	--	60.0	--	59.0 *
Part of the cost of child care expenses									
Mandatory	4.8	3.6	13.0	5.6	18.8	0.0	21.4	3.6	7.3
Voluntary	5.6	9.4	--	4.4	--	--	11.4	--	7.6
Average number of children per household using GAIN child care funds									
Mandatory	1.4	1.2	1.3	1.0	1.8	1.7	1.3	1.5	1.4
Voluntary	1.5	1.5	--	1.4	--	--	1.7	--	1.5
Number of Respondents Who Participated and Used a Child Care Arrangement									
Mandatory	21	28	23	18	16	29	14	28	177
Voluntary	54	32	--	23	--	--	35	--	144

SOURCE: MDRC Child Care Survey.

NOTES: The symbol "--" indicates that a volunteer sample was not studied in this county.

Subcategories may not add to category totals because some respondents did not know the answer to the question or did not answer the question.

Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for all counties. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

Table 18 indicates that among respondents using GAIN funds, GAIN paid child care expenses for an average of 1.4 children. A majority of those using program funds said that GAIN covered all of their expenses, although some reported that GAIN paid for only part of them.

Registrants who used relatives as child care providers were less likely to use GAIN payments than were those who used non-relatives or center-based care. As Table 18 indicates, of those who used only a relative as a child care provider, 39 percent reported that they used GAIN funds. In contrast, almost 60 percent of those who used non-relative care and about 75 percent of those who used day care centers reported that they used program funds. These differences are not explained by any variation in registrants' awareness of the availability of GAIN funding for the different types of care (see Table 18).

The exact reasons that some respondents who were eligible for GAIN child care funds reportedly did not use them cannot directly be determined from the available data. However, MDRC field research suggested that a number of factors may have contributed to this outcome, particularly for respondents using relative and non-relative care.

First, as discussed above, participation in GAIN was usually a part-time commitment, requiring that the participant be away from home for only a few hours at a time. Given the nature of participation, some registrants may not have wanted to go through the inconvenience of having a provider authorized by GAIN and having the payment system set up. In particular, the GAIN regulations stipulate that specified information on license-exempt providers (such as the age of the provider) be maintained by the GAIN program. This usually required a meeting between GAIN staff and the child care provider to collect this information. In addition, completing the necessary paperwork to receive payments from GAIN required extra time on the part of the registrant and the provider.

Second, relatives or friends may have provided care at no cost to the GAIN registrant. In these cases the registrant may have felt that payment was not necessary or, as noted above, that the effort to secure GAIN child care payments was not worthwhile. In addition, GAIN staff reported to MDRC field researchers that relatives and friends providing care may themselves have been on AFDC. Some providers may not have wanted to receive payment for their services because it would have been merely deducted from their welfare grant as income.

Third, county interpretations of state regulations also contributed to the lower than anticipated use of GAIN child care funds. In at least one of the study counties, program administrators did not allow relatives who provided care in the child's home to receive GAIN child care funds during the study, owing to their interpretation of minimum wage laws.[48]

There are other possible reasons for this outcome. For example, some registrants who were entitled to GAIN child care funds did not realize that this was available (although most did). Of those who used a child care arrangement while participating in GAIN but did not

[48]See note 13.

Table 18

Percent of Respondents Who Reported Being Informed of Child Care Issues and Percent Who Reported Using Child Care Funds, by Type of Child Care Arrangements

Issue	Only Used Relative Care	Only Used Non-relative Care	Only Used Center-based Care
Percent who said they were informed that GAIN would pay for child care provided by adult family members or friends	74.8%	77.5%	75.0%
Percent who said they were informed that GAIN would pay for child care provided by centers or licensed homes	82.1	80.3	91.7 *
Percent who used GAIN child care funds	39.0	57.8	75.9 ***
Number of Respondents Who Participated	123	71	108

SOURCE: MDRC Child Care Survey.

NOTES: This table includes GAIN participants who only used one type of child care throughout their participation in the GAIN program.

Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for all type of child care arrangement categories. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

pay for it with GAIN funds, 68 percent reported that they were informed that GAIN would pay for child care provided by family and friends, and 77 percent were informed that GAIN would pay for child care provided by licensed day care centers.

Finally, since this was an early period of program operations, county GAIN programs may not have had effective child care payment systems operating. However, the utilization of funds did not increase over time. The percentage of the supplemental sample that reported using GAIN child care funds was very similar to that of the main child care sample.[49]

VII. USE OF CHILD CARE BY EMPLOYED RESPONDENTS

This section examines the use of and experiences with child care arrangements for respondents who became employed during the survey follow-up period. First, the types of child care arrangements respondents utilized when they were employed are considered. Second, parental perceptions of and experiences with their child care arrangements are described. Third, the use of GAIN transitional child care funds and child care expenses for employed respondents are examined. These issues are studied for the respondent's most recent job. (For respondents who were employed at the time of the interview, this was their current job.)

A. Employment Experiences of Respondents

Figure 8 provides an overview of the employment experiences and use of transitional child care funds by survey respondents. As shown, a substantial proportion of the respondents reported that they had been employed at some point since registering for the GAIN program: 48 percent of the mandatory respondents and 56 percent of the voluntary respondents. (It is important to note that in the absence of comparisons to a control group, the extent to which these employment rates can be attributed to GAIN is uncertain.)[50] However only 21 percent of the mandatory respondents and 26 percent of the volunteers were eligible for transitional child care if they needed it (that is, they left AFDC because of employment and had a child under the age of twelve at the time). A much smaller percentage -- 3 percent of the mandatory respondents and 6 percent of the volunteers -- reported that they used transitional child care funds.

Figure 9 illustrates that the use of child care arrangements during employed respondents' most recent job was extensive -- 78 percent of the mandatory group and 98 percent of the voluntary group used them. Sixteen percent of the mandatory respondents did not need

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[49]For the supplemental sample, 61 percent of the respondents reported that they received GAIN child care funds (42 percent of the mandatory respondents and 77 percent of the volunteer respondents).

[50]Other MDRC studies have shown that a segment of the welfare population will leave welfare and find jobs in the absence of employment and training programs. For a summary of these findings, see Judith M. Gueron, Reforming Welfare with Work, New York: The Ford Foundation, 1987.

Figure 8

Survey Respondents' Eligibility for and Use of
GAIN Transitional Child Care Funds, by GAIN Status

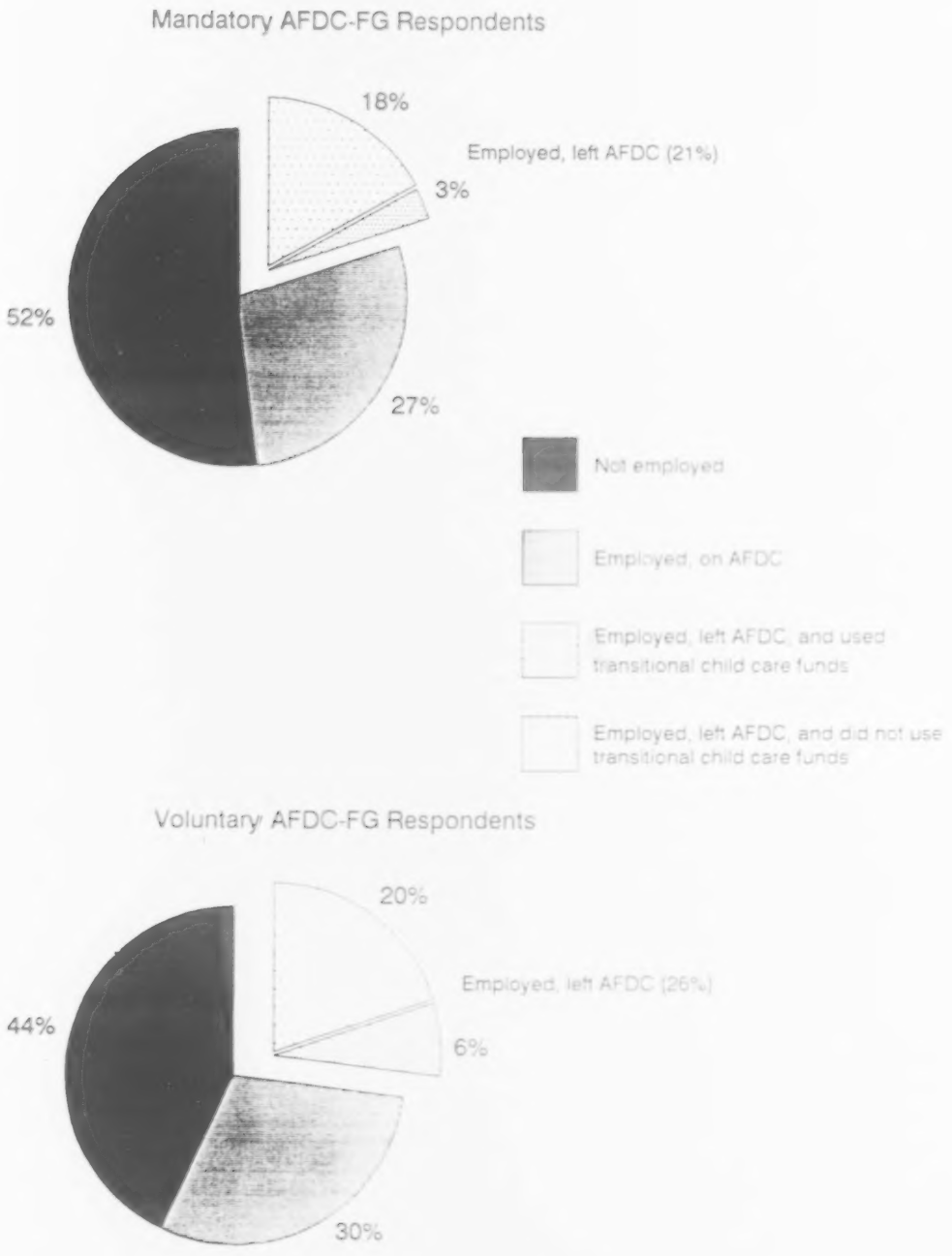
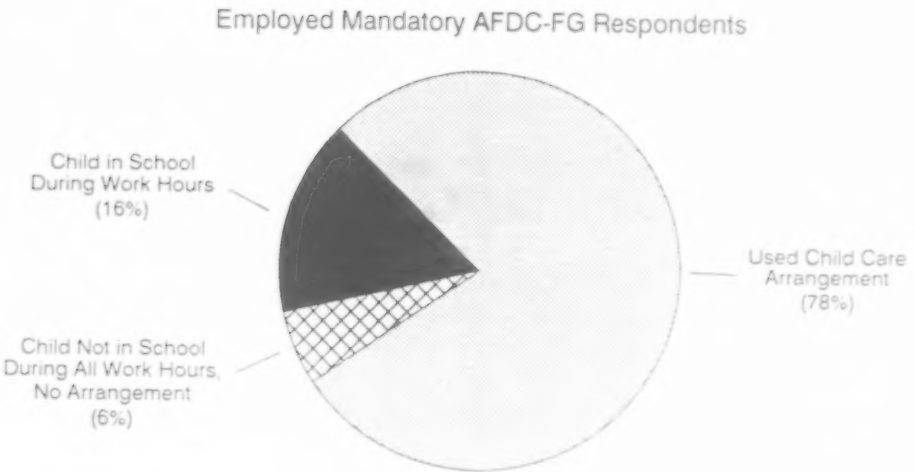


Figure 9
Employed Respondents' Use of Child Care Arrangements
During Most Recent Job,
by GAIN Status


Employed Mandatory AFDC-FG Respondents
Child in School During Work Hours (16%)
Used Child Care Arrangement (78%)
Child Not in School During All Work Hours, No Arrangement (6%)

arrangements because their child was in school during the entire part of the day they were working.

When respondents who did not become employed were asked why they were not working, most gave reasons unrelated to child care. Twelve percent reported that they were not working because they could not locate or afford adequate child care arrangements. (Fifty-five percent of these respondents who mentioned child care problems reported that they were aware of GAIN's transitional child care payments.) The major reasons given for not working were that respondents wanted to return to school or felt they were not qualified for any jobs, suggesting that those who were not employed were not looking for work.[51]

Table 19 presents details on the most recent job of respondents who were employed during the survey follow-up period. Of these employed respondents, approximately 70 percent were still employed and about 52 percent were off AFDC at the time of the interview. Respondents who became employed did so, on average, approximately one year after registering for the GAIN program. Employed respondents worked a substantial number of hours per week, with 60 percent working more than thirty-five hours per week and with the number of hours worked per week averaging thirty-three. The mean length of employment during their most recent job was approximately ten months. A small percentage started their employment as an on-the-job training activity in GAIN, but this became a regular job for the vast majority of these respondents.[52]

A substantial portion, approximately 45 percent, of the employed respondents reported that they had left AFDC because of employment at some point since enrolling in GAIN.[53] As discussed above, this segment of the population was therefore eligible for GAIN's transitional child care assistance if they needed it; it lasted for three months.

B. Patterns of Child Care Arrangements

This section examines the type of child care arrangements survey respondents used when they became employed, regardless of whether the employment allowed them to leave AFDC. Arrangements are examined for voluntary and mandatory respondents, during the summer and the school year, and for part-time and full-time employment. The principal finding is that

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[51]Asked why they were not working, registrants gave the following reasons: they wanted to go to school (26 percent), were not qualified for any jobs (18 percent), had health or emotional problems that prevented them from working (15 percent), preferred to stay home and raise their child (14 percent), had no jobs available (11 percent), and did not have adequate transportation (9 percent). All remaining responses were under 5 percent.

[52]Of the respondents who were employed as part of their on-the-job training activity, 90 percent reported that the activity resulted in "regular employment." All respondents who participated in an on-the-job training activity are analyzed in this section, regardless of whether the activity resulted in employment.

[53]Because respondents may go off AFDC for reasons other than employment, this percentage is somewhat lower than the proportion of respondents who reported that they were currently off AFDC.

Table 19

Selected Employment Characteristics of Respondents
Employed Since Registering for GAIN,
by GAIN Status

Characteristic	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total
Percent currently employed	71.0	65.3	68.9
Percent who are not currently on AFDC	50.5	53.4	51.6
Average number of months between GAIN registration and start of most recent job	12.5	10.2	11.7
Percent employed:			
Less than 20 hours per week	14.3	11.1	13.1
20-34 hours per week	26.0	27.4	26.5
35 or more hours per week	57.7	61.5	60.4
Average number of hours worked per week in most recent job	33.1	32.8	33.0
Average number of months employed in most recent job	10.3	9.0	9.8
For those currently working	12.0	11.5	11.8
For those not currently working	5.9	4.2	5.2
Percent starting most recent job as an on-the-job training activity in the GAIN program	5.5	7.6	6.3
Percent who left AFDC for employment during survey follow-up period	43.0	46.6	44.3
Number of Employed Respondents	200	118	318

SOURCE: MDRC Child Care Survey.

NOTE: Tests of statistical significance were not examined.

patterns of child care arrangements for employed respondents are similar to those of GAIN participants in general.

Table 20 shows the extent to which different types of child care arrangements were used by mandatory and voluntary employed respondents while they were holding their most recent job. Approximately 40 percent of the mandatory GAIN respondents who were employed during the school year had their youngest child in school the entire portion of the day during which they were employed. This is a somewhat smaller percentage than that of program participants, indicating that work schedules did not coincide with school schedules as often as GAIN activity schedules did. The remainder primarily used relatives and non-relatives to care for their youngest child, with twice as many relying on relative care. Fewer than 10 percent used center-based care or had their youngest child care for himself or herself when they were employed.

During the summer, when their youngest child was out of school, employed mandatory respondents relied primarily on relatives to provide child care (Table 20). The use of relative care increased substantially during the summer months, while there were only modest increases in the use of non-relative providers. The percentage of employed respondents who had no arrangement doubled.

Employed respondents who had volunteered for GAIN used different types of child care arrangements than did mandatory respondents (Table 20). Thirty-nine percent of the employed voluntary respondents used day care centers or preschools (a slightly lower percentage than the voluntary program participants using center-based care). The remaining respondents relied on relatives and non-relatives for their child care. Whereas program participants relied more heavily on relative care, voluntary respondents who were employed were as likely to use relatives as non-relatives. None left their child alone while they were employed.

Table 21 examines the age and relationship of relative and non-relative providers of child care to employed GAIN respondents. During the school year mandatory respondents using relative care relied on both the other parent of the child and other relatives (not including another child). During the summer there was a greater use of another child as the child care provider and a decline in the use of the other parent. Compared to program participants, a much larger percentage of mandatory employed respondents, 16 percent, used a provider under the age of eighteen during the school year. This proportion increased to 23 percent in the summer months. Voluntary respondents using relative care rarely used their other children, the child's other parent, or persons under the age of eighteen as providers when they were working.

Child care arrangements differed according to the age of the youngest child, as indicated in Table 22. Employed respondents with young children (in the two-to-five age bracket) were most likely to receive care from a day care center or nursery. However, in contrast to program participants, employed respondents with their youngest child under the age of two used relatives as child care providers more often. The likelihood that the youngest child was in school during the respondents' most recent job increased with the age of the child. Fourteen percent of those whose youngest child was in the nine-to-eleven age bracket had their child take care of himself or herself while they were at work. (Of the few respondents

Table 20

Percentage Distribution of Child Care Arrangements
for Employed Respondents' Youngest Child During Most Recent Job,
by GAIN Status and Time of Year

Child Care Arrangement	Mandatory AFDC-FG Respondents		Voluntary AFDC-FG Respondents
	School Year	Summer	
Employment occurred while child was in school	40.5%	0.0%	5.9%
Relative provided care	28.7	54.7	26.2
In child's home	14.6	28.1	9.3
In provider's home	14.1	26.6	16.9
Elsewhere	0.0	0.0	0.0
Non-relative provide care	14.6	18.7	25.4
In child's home	3.2	3.9	3.4
In provider's home	11.4	14.8	22.0
Elsewhere	0.0	0.0	0.0
Center-based care	9.2	7.8	39.0
Child cares for self	5.9	12.5	0.0
Data not available	1.1	6.2	3.4
Total	100.0	100.0	100.0
Number of Employed Respondents	187	128	118

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent and subcategories may not add to category totals due to rounding.

Not all respondents were employed during both the school year and the summer. For the small number of mandatory AFDC-FG respondents whose youngest child is less than five (pre-school age), the child care arrangement is reported in the school year column. For the small number of voluntary AFDC-FG respondents whose youngest child is five or older, the arrangement reported is the school year arrangement if the respondent was employed in the school year only or in both the school year and the summer, and is the summer arrangement if the respondent was employed in the summer only.

Tests of statistical significance were not examined.

Table 21

Percentage Distribution of Selected Characteristics of Relative and Non-relative Child Care Providers During Employed Respondents' Most Recent Job, by GAIN Status and Time of Year

Characteristic	Mandatory AFDC-FG Respondents		Voluntary AFDC-FG Respondents
	School Year	Summer	
Age of provider			
Twelve or younger	2.6%	4.5%	0.0%
13-14	2.6	4.5	0.0
15-17	10.5	13.6	1.8
18-25	18.4	19.3	14.3
26-35	26.3	20.5	26.8
36-55	22.4	21.6	39.3
Older than 55	17.1	15.9	17.9
Total	100.0	100.0	100.0
Relationship to respondent			
Other child	11.1	24.5	1.6
Other parent	24.7	8.5	9.8
Other relative	30.9	41.5	39.3
Non-relative	33.3	25.5	49.2
Total	100.0	100.0	100.0
Number of Employed Respondents Using Relative or Non-relative Child Care Providers	81	94	61

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent due to rounding.

This table includes child care provided by relatives or non-relatives in the child's home, the provider's home, or elsewhere.

Not all respondents were employed during both the school year and the summer. For the small number of mandatory AFDC-FG respondents whose youngest child is less than five (pre-school age), the characteristics of the provider are reported in the school year column. For the small number of voluntary AFDC-FG respondents whose youngest child is five or older, the characteristics reported are of the school year provider if the respondent was employed in the school year only or in both the school year and the summer, and are of the summer provider if the respondent was employed in the summer only.

Tests of statistical significance were not examined.

Table 22

Percentage Distribution of Child Care Arrangements
for Employed Respondents' Youngest Child During Most Recent Job,
by Age of Child

Child Care Arrangement	Age of Child				
	<2	2-5	6-8	9-11	
Employment occurred while child was in school	0.0%	6.8%	40.7%	50.8	***
Relative provided care	51.3	20.4	26.0	26.2	
In child's home	23.1	10.2	13.0	7.7	
In provider's home	28.2	10.2	13.0	18.5	*
Elsewhere	0.0	0.0	0.0	0.0	
Non-relative provided care	20.5	21.6	19.4	9.2	
In child's home	5.1	2.3	4.6	0.0	
In provider's home	15.4	19.3	14.8	9.2	
Elsewhere	0.0	0.0	0.0	0.0	
Center-based care	28.2	46.6	10.2	0.0	***
Child cares for self	0.0	0.0	1.9	13.9	
Data not available	0.0	4.6	1.9	0.0	
Total	100.0	100.0	100.0	100.0	
Number of Employed Respondents	39	88	108	65	

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent and subcategories may not add to category totals due to rounding.

For respondents whose youngest child is five years of age or older, this table reports on the school year arrangement. Not included on the table are respondents whose youngest child is five or older but who were not employed during the school year. Also not included are the small number of respondents for whom data are not available about the age of their youngest child.

Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for all age of child categories. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

who had their child care for himself or herself, fewer than one-half reported that they were informed of GAIN's transitional child care payments.)[54]

Child care arrangements also differed according to the number of hours per week the registrant worked, although not all of the differences are statistically significant. As shown in Table 23, respondents employed more than thirty-five hours per week were more likely to use center-based care and care provided by non-relatives. Respondents employed part-time were more likely to have their child in school the entire part of the day they were at work.

C. Parental Perceptions of and Experiences with Child Care Arrangements While Employed

This section discusses GAIN respondents' perceptions of and experiences with their child care arrangements while they were employed, including the problems they experienced with their arrangements and whether they preferred to change arrangements.

Table 24 examines the perceptions of those employed respondents who used child care arrangements. (Employed respondents who did not use child care arrangements -- either because their youngest child was in school or because their youngest child cared for himself or herself -- are not included in this analysis of parental perceptions.) Respondents were employed, on average, for ten months. Respondents' answers to several survey questions suggest that during this time period the majority perceived their child care arrangements to be at least adequate, although, as was indicated for in-program care, a portion would have preferred different arrangements. Overall, 83 percent of the employed respondents reported that their child care arrangements were "very dependable," and none reported that they were "very undependable." Moreover, as discussed earlier, few respondents reported that they were not working because of child care problems.

When employed respondents were asked whether they would choose the same arrangements again or would prefer different arrangements now that they were familiar with the arrangements for their youngest child, one-fifth of the respondents said that they would choose different arrangements (see Table 24). However, 16 percent of the respondents using center-based or relative care gave this response, while more than 30 percent of those using non-relative care did so. Employed respondents who preferred different arrangements (which, again, could include a different type of arrangement altogether or simply a different person or center) reported that they did so because they were dissatisfied with the level of educational stimulation, because the supervision was inadequate, or because the provider was undependable.[55]

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[54]Among the eleven respondents who were employed during the school year and had their child care for himself or herself, four reported that they were informed of the availability of transitional child care.

[55]The reasons registrants gave for preferring different arrangements were as follows: 24 percent said the child was not stimulated educationally, 18 percent said the provider was not dependable, 18 percent reported the supervision was inadequate, and 6 percent said the provider was inconveniently located. All remaining responses were under 5 percent.

Table 23

Percentage Distribution of Child Care Arrangements
for Employed Respondents' Youngest Child During Most Recent Job,
by Hours of Employment

Child Care Arrangement	Employed Less Than 20 Hours/Week	Employed 20-34 Hours/Week	Employed 35 or More Hours/Week
Employment occurred while child was in school	41.0%	37.0%	21.0% ***
Relative provided care	33.4	27.2	25.0
In child's home	10.3	9.9	12.5
In provider's home	23.1	17.3	12.5
Elsewhere	0.0	0.0	0.0
Non-relative provided care	12.9	12.3	22.7
In child's home	2.6	3.7	3.4
In provider's home	10.3	8.6	19.3 *
Elsewhere	0.0	0.0	0.0
Center-based care	10.3	18.5	24.4
Child cares for self	0.0	2.5	5.1
Data not available	2.6	2.5	1.7
Total	100.0	100.0	100.0
Number of Employed Respondents	39	81	176

SOURCE: MDRC Child Care Survey.

NOTES: Distributions may not add to 100.0 percent and subcategories may not add to category totals due to rounding.

For respondents whose youngest child is five years of age or older, this table reports on the school year arrangement. Not included on the table are respondents whose youngest child is five or older but who were not employed during the school year. Also not included are the small number of respondents for whom data are not available about hours of employment per week.

Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for all three hours of employment categories. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

Table 24

Perceptions of and Experiences with Child Care Arrangements for GAIN Respondents' Youngest Child During Most Recent Job, by Type of Child Care Arrangements

Survey Item	Relative			Non-relative			Center-based	Total
	Child's Home	Provider's Home	Total	Child's Home	Provider's Home	Total		
Average length of time employed (months)	10.3	10.1	10.2	5.2	9.2	8.4	8.2	9.2
Percent who said child care arrangement was:[a]								
Very dependable	83.9	82.5	83.2	46.2	80.7	74.3	89.7	82.5*
Somewhat dependable	8.9	12.7	10.9	30.8	15.8	18.6	7.4	12.1
Somewhat undependable	3.6	3.2	3.4	23.1	0.0	4.3	0.0	2.7
Very undependable	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Now that they are familiar with arrangements during most recent job, percent who said they would prefer different arrangements rather than choosing the same arrangement again	16.1	15.9	16.0	30.8	31.6	31.4	16.2	20.2**
Percent who changed their child care arrangement	5.4	14.3	10.1	38.5	38.6	38.6	27.9	22.6***
Of those who changed their child care arrangement, percent who said they changed because:[b,c]								
No longer available	---[g]	---	---	---	---	---	---	20.7
Better arrangements became available	---	---	---	---	---	---	---	19.0
Not dependable	---	---	---	---	---	---	---	17.2
Could not afford it	---	---	---	---	---	---	---	12.1
Did not like specific aspects of care[d]	---	---	---	---	---	---	---	8.6
Inconvenient hours	---	---	---	---	---	---	---	5.2
GAIN could no longer pay	---	---	---	---	---	---	---	5.2
Other[e]	---	---	---	---	---	---	---	24.1
Percent who said they had problems with child care for their children younger than 12	7.1	14.3	10.9	15.4	19.3	18.6	16.2	14.4
Of those who had child care problems, percent who said the problem was:[b,f]								
Difficulty finding reliable providers	---	---	---	---	---	---	---	27.0
Difficulty finding provider to meet schedule	---	---	---	---	---	---	---	24.3
Payment difficulties[h]	---	---	---	---	---	---	---	10.8
Difficulty finding quality care	---	---	---	---	---	---	---	8.1
Problems with quality of program	---	---	---	---	---	---	---	16.2
Other[i]	---	---	---	---	---	---	---	24.3

(continued)

Table 24 (continued)

Survey Item	Relative			Non-relative			Center-based	Total
	Child's Home	Provider's Home	Total	Child's Home	Provider's Home	Total		
Percent who said they missed time on job because child care provider was not available or because did not have provider	12.5	17.5	15.1	38.5	22.8	25.7	14.7	17.9
Percent who said this happened:[a]								
Once or twice	---	---	---	---	---	---	---	10.1
3-5 times	---	---	---	---	---	---	---	5.1
6-10 times	---	---	---	---	---	---	---	2.0
More than 10 times	---	---	---	---	---	---	---	0.8
Percent who left any child under 12 home alone without a babysitter	14.3	14.3	14.3	15.4	17.5	17.1	2.9	12.1**
Percent who said they did this:[a]								
Regularly	---	---	---	---	---	---	---	3.9
Sometimes	---	---	---	---	---	---	---	4.3
Very infrequently	---	---	---	---	---	---	---	3.9
When child was sick, percent who:[b]								
Stay home to care for child	51.8	50.8	51.3	46.2	50.9	50.0	63.2	54.1
Find relative	44.6	39.7	42.0	7.7	15.8	14.3	32.4	31.9***
Use same arrangements	7.1	4.8	5.9	15.4	26.3	24.3	1.5	9.7***
Find friend	3.6	3.2	3.4	23.1	17.5	18.6	10.3	9.3***
Child never sick during employment	5.4	7.9	6.7	15.4	5.3	7.1	5.9	6.6
Other[d]	12.5	7.9	10.1	7.7	8.8	8.6	14.7	10.9
Number of Employed Respondents Using a Child Care Arrangement	56	63	119	13	57	70	68	257

SOURCE: MDRC Child Care Survey.

NOTES: Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for all type of child care arrangement categories. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

This table reports on the most recent child care arrangement used by the respondent in their most recent job.

[a]Subcategories may not add to category totals because some respondents did not know the answer to the question or did not answer the question or due to rounding.

[b]Response categories under 5 percent are reported in the "other" category. Responses do not sum to 100.0 percent because respondent can give up to three answers to the question and because responses of "don't know" and non-applicable responses are not reported on the table.

[c]The sample size for this question is 58 AFDC-FG respondents.

[d]This category includes the responses of: supervision was inadequate, fear of sexual abuse, did not like physical care, inadequate educational stimulation, insufficient attention/socialization, unable to care for child with special needs.

Table 24 (continued)

[e]"Other" includes the responses of: did not like physical environment, did not like provider generally, inconvenient location, and other miscellaneous responses.

[f]The sample size for this question is 37 AFDC-FG respondents.

[g]The symbol "---" indicates sample sizes are too small for statistics to be reported by type of child care arrangement.

[h]Responses included in the payment difficulties category are: difficulty finding affordable care and GAIN program would not pay rate requested by provider.

[i]"Other" includes the responses of: difficulties when child was sick and other miscellaneous responses.

[j]"Other" includes other miscellaneous responses.

Generally, child care arrangements during employment were most stable for those using relative care. Almost 39 percent of the employed respondents using non-relative care and about 28 percent of those using center-based care reported that they changed their arrangements at some point during their most recent job. However, 10 percent of those using relative care made a change (see Table 24). The primary reasons that employed respondents reported for changing arrangements were that the provider was no longer available, a better arrangement became available, or the provider was not dependable.

Overall, child care provided by non-relatives appears to have been somewhat more problematic than other types of care (see Table 24). For example, 74 percent of the employed respondents using non-relative care reported that their arrangements were "very dependable," while 90 percent of the respondents using center-based care had this response.

Table 25 examines the child care experiences of all employed mandatory and voluntary respondents. (This analysis includes all employed respondents, regardless of whether they used a child care arrangement.) Much like the program participants, approximately 15 percent of the employed respondents reported that they experienced child care "problems." Of those employed respondents who had problems, most reported that they had difficulty locating reliable providers or locating a provider who could accommodate their schedule.

Eighteen percent of the employed respondents stated that they missed time at their job because their child care provider was not available or because they did not have a provider, although most said that this occurred only once or twice. Sixteen percent of the employed respondents found it necessary at some point to leave a child younger than twelve years of age home without a babysitter when they were at work. More than one-half stayed home at some point because their child was ill, while one-quarter primarily used relative care when this situation arose.

Table 24 examines these child care experiences for employed respondents by the type of child care arrangement they used in their most recent job. As illustrated, there are few differences between the types of child care providers, although those using center-based care were less likely to leave any of their children alone with a babysitter.

D. The Use of Transitional Child Care

As discussed above, the use of GAIN transitional child care funds was relatively low. Of those respondents who would qualify for this assistance if they needed it (that is, they left AFDC because of employment and had a child who was still under the age of twelve at the time), 17 percent reported that they had used the payment. As Table 26 illustrates, voluntary respondents (24 percent) were more likely to use these funds than were mandatory respondents (13 percent).[56] In addition, fewer than one-half of those who used transitional child care funds reported that they covered the entire cost of the child care services.

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[56]For the mandatory group and the voluntary group, there was no difference between the average age of the youngest child for those who used transitional child care funds and for those who did not.

Table 25

Employed Respondents' Experiences with Child Care
During Most Recent Job, by GAIN Status

Child Care Problem	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total
Average length of employment (months)	10.3	9.0	9.8
Percent who said they had problems with their child care arrangement for child younger than 12	15.5	14.4	15.1
Of those who had child care problems, percent who said the problem was:[a,b]			
Difficulty finding reliable provider	19.4	23.5	20.8
Difficulty finding provider to meet schedule	16.1	23.5	18.8
Payment difficulties[c]	12.9	23.5	16.7
Difficulty finding quality care	9.7	11.8	10.4
Difficulty when child sick	9.7	5.9	8.3
Problems with quality of program	19.4	0.0	12.5
Other[d]	16.1	29.4	20.8
Percent who missed time on job because their child care provider was not available or because they did not have a provider	17.0	19.5	17.9
Percent who said this happened:[e]			
Once or twice	10.0	10.2	10.1
3-5 times	5.0	5.1	5.0
6-10 times	2.0	2.5	2.2
More than 10 times	0.0	1.7	0.6
Percent who left any child younger than 12 home without a babysitter:	22.0	5.9	16.0
Percent who said they did this:[e]			
Regularly	10.0	1.7	6.9
Sometimes	5.0	0.9	3.5
Very infrequently	6.5	3.4	5.4

(continued)

Table 25 (continued)

Child Care Problem	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total
When child was sick, percent who said they:[a]			
Stay home to care for child	53.0	55.9	54.1
Find relative	25.0	31.4	27.4
Child never sick during activity	9.5	5.1	7.9
Use same arrangement	7.5	9.3	8.2
Find friend	9.5	8.5	9.1
Other[f]	11.0	9.3	10.4
Number of Employed Respondents	200	118	318

SOURCE: MDRC Child Care Study.

NOTES: Tests of statistical significance were not examined.

[a]Response categories under 5 percent are reported in the "other" category. Responses do not sum to 100.0 percent because a respondent can give up to three answers to the question and because responses of "don't know" and non-applicable responses are not reported on the table.

[b]The sample size for this question is 31 mandatory AFDC-FG respondents and 17 voluntary AFDC-FG respondents.

[c]Responses included in the payment difficulties category are: difficulty finding affordable care and GAIN program would not pay rate requested by provider.

[d]"Other" includes other miscellaneous responses.

[e]Subcategories may not add to category totals because some respondents did not know the answer to the question or did not answer the question or due to rounding.

[f] "Other" includes other miscellaneous child care arrangements.

Table 26

Use of Transitional Child Care by Respondents
Who Left AFDC Because of Employment, by GAIN Status

Survey Item	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total
Percent who reported using GAIN transitional child care funds[a]	12.8	23.6	17.0
Percent who said GAIN paid:			
Whole cost of child care expenses	3.5	10.9	6.4
Part of the cost of child care expenses	9.3	10.9	9.9
Average number of children per household receiving GAIN transitional child care funds	1.3	1.5	1.4
If they did not use transitional child care, percent who said they did not use it because:[b]			
Did not need it	31.9	25.0	29.5
Did not know about it	29.2	10.0	22.3
Did not qualify for it	9.7	27.5	16.1
Did not want it	12.5	0.0	8.0
Other[c]	12.5	17.5	14.3
Number of Respondents Who Left AFDC Because of Employment	86	55	141

SOURCE: MDRC Child Care Survey.

NOTES: Tests of statistical significance were not examined.

[a]Subcategories may not add to category totals because some respondents did not know the answer to the question or did not answer the question.

[b]The sample size for this question is 75 mandatory AFDC-FG respondents and 42 voluntary AFDC-FG respondents. Response categories under 5 percent are reported in the "other" category. Responses do not sum to 100.0 percent because a respondent can give up to three answers to the question and because responses of "don't know" and non-applicable responses are not reported on the table.

[c]The "other" category includes the responses of: did not think they were eligible for the funds, GAIN or resource and referral agency staff did not provide assistance, and other miscellaneous responses.

Although the exact reasons cannot be determined, there were several factors that contributed to the lower than anticipated use of transitional child care funds. First, as Table 26 illustrates, when those who left AFDC because of employment were asked why they did not use the funds, respondents most commonly reported that they did not need the assistance (30 percent). As will be explained below, a substantial portion of all the employed respondents reported that they did not pay for their child care arrangements in their most recent job. Data on how many respondents did not pay for their arrangements when they left AFDC due to employment are not available;[57] however, the use of free child care arrangements may have affected the utilization of transitional child care funds and may partially account for respondents' reports that they did not need the funds. In addition, some of those eligible for transitional child care payments may not have required the service because their child was in school the entire part of the day when they were working.[58]

Second, respondents do not appear to have been adequately informed about transitional child care, which may explain why some did not take advantage of the service. About one-quarter of the respondents who left AFDC because of employment reported that they did not use the payments because they did not know about them. In addition, as explained in the previous section, 44 percent of those who left AFDC because of employment reported that they knew the funding was available when asked explicitly. (Among those who left AFDC because of employment and did not use transitional child care funds, 39 percent reported knowing that GAIN offered these payments.)

Third, during the study period, which covers a very early period of program operations, county interpretations of eligibility for transitional child care were not uniform. In particular, some counties reported that based on their understanding of GAIN regulations, registrants were not eligible for transitional child care unless they participated in a GAIN activity. Of the survey respondents, more than one-third of those who left AFDC because of employment never participated in a GAIN component. County programs may not have had the procedures in place to arrange transitional child care for this group of registrants. (It should be noted that the proportion of the supplemental sample who reported using transitional child care funds was similar to that of the main child care sample, indicating that no substantial program improvements in this area were made during the study period.)[59]

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[57]In the child care survey, respondents were asked about child care costs only for their most recent job. Child care costs for the job that allowed the registrant to leave AFDC were not collected.

[58]Child care arrangements during the mandatory respondents' most recent job were examined for those who left AFDC because of employment but did not use transitional child care funds. Forty-one percent of those repondents reported that their youngest child was in school the entire part of the day they were at work (during the school year). (It cannot be determined whether the respondents' most recent job was the job that allowed them to leave AFDC due to employment; therefore, this percentage can only be used as an estimate of the extent to which respondents did not use transitional child care funds because their child was in school.)

[59]Of the 22 respondents in the supplemental sample who left AFDC due to employment, 9 percent reported that they used transitional child care funds.

Finally, when registrants became employed and left welfare, they may not have informed their GAIN case manager (particularly if they did not remember or know about the availability of transitional child care). Thus, program staff may not have had the opportunity to remind the registrants that this service was available and to arrange the payments for them.

When the three months of transitional child care are over, the GAIN regulations intend employed respondents who need continued assistance to rely on subsidized child care slots, funded by the State Department of Education. Based on survey responses, a small segment of the employed respondents -- 8 percent of the mandatory respondents and 14 percent of the volunteer respondents -- reported that they had used this form of subsidized child care since being employed.

E. Child Care Costs of Employed Respondents

A substantial portion of those who used a child care arrangement in their most recent job reported that they did not pay for it. Overall, approximately one-third of all employed respondents who used a child care arrangement said that their weekly child care costs were "zero." While almost one-half of the mandatory respondents gave this response, only about 20 percent of the voluntary respondents did so. Respondents who reported that their child care arrangements were free primarily used relatives as their providers.[60]

Table 27 reports the average hourly rate paid by employed respondents for the child care arrangement for their youngest child. (Respondents who did not pay anything for their child care arrangements are not included in this table.) For mandatory respondents, the average hourly rate was $1.90. The rate for volunteer respondents was similar. Center-based care, at $2.00 per hour, was somewhat more expensive than care provided by relatives and non-relatives.

Average weekly child care costs paid by employed respondents for all their children are also reported in Table 27. As indicated, mandatory respondents paid approximately $41 per week for their child care, while volunteer respondents paid $62 per week. Volunteer respondents may have paid more per week for their arrangements because their children were not yet in school and thus they required more hours of child care. Not surprisingly, average weekly costs increased for respondents who had more children.

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[60]Eighty-six percent of the 64 mandatory respondents who reported that they did pay for their child care arrangements while employed used relatives most recently. Five percent used non-relatives, and 3 percent used center-based care. For the 20 voluntary respondents in this situation, 40 percent used relative care, 30 percent used center-based care, and 25 percent used non-relative care.

Table 27

Average Hourly Child Care Costs for Employed Respondents' Youngest Child and Average Weekly Child Care Costs for All Children of Employed Respondents, by GAIN Status

Type of Cost	Mandatory AFDC-FG Respondents	Voluntary AFDC-FG Respondents	Total
Hourly rate for youngest child	$1.90	$1.82	$1.86
	(70)	(82)	(152)
Age of Child:			
Younger than 2	$1.05	$1.69	$1.62
	(3)	(25)	(28)
2-5	$1.75	$1.82	$1.81
	(7)	(52)	(59)
6-8	$1.85	$2.37	$1.91
	(44)	(5)	(49)
9-11	$2.27	---	$2.27
	(16)	---	(16)
Hourly rate for youngest child for child care provided by:			
Non-relatives	$1.92	$1.76	$1.86
	(33)	(25)	(58)
Relatives	$1.74	$1.62	$1.68
	(22)	(21)	(43)
Day care centers[a]	$2.06	$1.97	$2.00
	(16)	(36)	(52)
Weekly child care costs:			
For all children	$41.95	$62.08	$52.95
	(59)	(71)	(130)
For one child	$36.79	$56.46	$47.71
	(28)	(35)	(63)
For two children	$44.31	$63.05	$52.90
	(26)	(22)	(48)
For three or more children	$58.60	$74.64	$70.42
	(5)	(14)	(19)

SOURCE: MDRC Child Care Survey.

NOTES: The sample size is listed below each average in parentheses.

Tests of statistical significance were not examined.

[a]Day care centers include nurseries and pre-schools.

APPENDIX A

RECORD A.1 - A.2 ON GRID 1, FOLLOWING PAGE

A.1 Since the time you started in the GAIN program, how many children have you been responsible for? I am concerned only with children who have lived with you.

A.2 And what are their names and birthdays, starting with the youngest and working up to the oldest?

RECORD A.3 - A.16 ON GRID 2, FOLLOWING PAGE

A.3 Now I'd like to ask you about some of the things you may have done in GAIN. Some of the questions go way back to when you first started in GAIN so if you need a minute to think about it that's OK. As you know, there are all sorts of GAIN activities and not everyone has been in or will be in all of them. Have you ever been in _____ as part of GAIN? [IF YES, ASK] And are you still in _____ ?

A.4 [IF MOST RECENT ACTIVITY ISN'T EVIDENT OR IS UNCLEAR, ASK] What is your most recent GAIN activity, in other words, the latest activity you participated in? [CIRCLE NUMBER/S OF CURRENT/MOST RECENT ACTIVITY/IES]

ASK FOLLOW-UP CHILD CARE ARRANGEMENT QUESTIONS ONLY FOR BASIC EDUCATION COURSES, EDUCATION & TRAINING, MOST RECENT ACTIVITY, AND DURING JOB.

IF RESPONDENT'S YOUNGEST CHILD IS UNDER 5 ⇒ ASK A.5 - A.7. IF YOUNGEST IS 5 - 12 ⇒ ASK A.8 - A.14.

A.5 Was [YOUNGEST CHILD UNDER 5] your youngest child while you were in _____ ? [IF NOT YOUNGEST, ASK] Who was youngest at that time? [RECORD CHILD NUMBER FROM ABOVE]

A.6 Who usually cares/cared for [CHILD JUST ENTERED] while you were in _____ ? And where did this care usually take place? [PROBE FOR MOST RECENT PRIMARY CHILD CARE ARRANGEMENT]

A.7 [IF CHILD CARE PROVIDER IN A.6 IS AN INDIVIDUAL, NOT A CHILD CARE CENTER, ASK] And how old is this person? **GO TO A.15 AFTER COMPLETING FOLLOW-UPS FOR ACTIVITY/IES**

ASK A.8 - A.14 IF RESPONDENT HAS A CHILD 5 - 12 AND NO CHILD UNDER 5.

A.8 Was [YOUNGEST CHILD 5 - 12] your youngest child while you were in _____ ? [IF NOT YOUNGEST, ASK] Who was the youngest child at that time? [RECORD CHILD NUMBER FROM ABOVE]

A.9 And were you in _____ during the school's long vacation, the regular school year, or both?

A.10 [IF DURING BOTH OR LONG VACATION ONLY, ASK] During the school's long vacation, who usually cares/cared for [CHILD JUST ENTERED] while you were in _____ ? And where did this care usually take place? [PROBE FOR MOST RECENT PRIMARY CHILD CARE ARRANGEMENT]

A.11 [IF CHILD CARE PROVIDER IN A.10 IS AN INDIVIDUAL, NOT A CHILD CARE CENTER, ASK] And how old is this person? **IF LONG VACATION ONLY, GO TO A.9 AND ASK ABOUT NEXT ACTIVITY**

A.12 [IF DURING BOTH OR REGULAR SCHOOL YEAR ONLY, ASK] During the regular school year, was [YOUNGEST CHILD BETWEEN 5 - 12] usually at school for the entire part of the day you were at [ACTIVITY]? **IF YES, GO TO A.8 AND ASK ABOUT NEXT ACTIVITY**

A.13 During the regular school year, who usually cares/cared for [CHILD JUST ENTERED] while you were in _____ ? And where did this care usually take place? [PROBE FOR MOST RECENT PRIMARY CHILD CARE ARRANGEMENT]

A.14 [IF CHILD CARE PROVIDER IN A.13 IS AN INDIVIDUAL, NOT A CHILD CARE CENTER, ASK] And how old is this person?

A.15 [DETERMINE MOST RECENT PRIMARY CHILD CARE ARRANGEMENTS FOR MOST RECENT ACTIVITY AND JOB] And which of these, the vacation or school year arrangement, did you use most recently? [IF RESPONDENT IS IN CONCURRENT ACTIVITIES, ASK] Now, of the child care arrangements you used most recently, which (does/did) [YOUNGEST CHILD] spend the most time in? **[CIRCLE NUMBER ABOVE MOST RECENT PRIMARY CHILD CARE ARRANGMENT FOR GAIN ACTIVITY AND JOB]**

ASK ALL RESPONDENTS A.16.

A.16 Have you ever had a paid job since you first started the GAIN program? [INCLUDE OJT BUT NOT PREP] [IF HAVE HAD A JOB SINCE BEGINNING GAIN, ASK] Now I'd like to ask you about your child care arrangements during your most recent job. [ASK FOLLOW-UP CHILD CARE QUESTIONS FOR CURRENT OR MOST RECENT JOB; IF YOUNGEST CHILD IS <5 ASK A.5 - A.7 & A.15, IF YOUNGEST CHILD IS 5 - 12, ASK A.8 - A.15]

IF RESPONDENT HAS NOT PARTICIPATED IN ANY GAIN ACTIVITES GO TO A.17, OTHERWISE BEGIN WITH A.18

GRID 1

A.1 ___ ___ # OF CHILDREN

Sample #: _____

A.2

	NAME	GAIN REGISTRATION DATE (MONTH & YR)	BIRTHDAY MONTH & YEAR	DIFFERENCE (IN YEARS)
1.		___ ___/___ ___	___ ___/___ ___	___ ___
2.		___ ___/___ ___	___ ___/___ ___	___ ___
3.		___ ___/___ ___	___ ___/___ ___	___ ___
4.		___ ___/___ ___	___ ___/___ ___	___ ___
5.		___ ___/___ ___	___ ___/___ ___	___ ___
6.		___ ___/___ ___	___ ___/___ ___	___ ___
7.		___ ___/___ ___	___ ___/___ ___	___ ___
8.		___ ___/___ ___	___ ___/___ ___	___ ___

INTERVIEWER INSTRUCTIONS AND NOTES

IF NO CHILDREN UNDER 13, THANK & TERMINATE

IS YOUNGEST CHILD? [1] 1 - 4

[2] 5 - 12

GRID 2

A.4	GAIN ACTIVITIES	A.3 ExRed	Still In	Didn't Go	DK/ DR	RF
[1]	Basic education courses, that is classes to improve reading or math skills, or to prepare for a GED, or to learn English?	1	2	3	8	9
[2]	College education at a community or 4-year college, or job training at a school or college that trains you for a particular type of job?	1	2	3	8	9
[3]	Job club or job search activities in which you look for a job or learn how to look for a job?	1	2	3	8	9
[4]	PREP, an activity in which you work at a non-paying job in order to receive your cash aid?	1	2	3	8	9

A.16 HAD A PAID JOB SINCE STARTING GAIN?	Yes	No	DK/DR	RF
	1	2	8	9

YOUNGEST CHILD'S AGE IS <5

A.5 Child #	A.6 Child Care Arrangement (Age <5)	A.7 Age of Provider
___	1 Who: / Where:	___ ___
___	4 Who: / Where:	___ ___
___	7 Who: / Where:	___ ___
___	10 Who: / Where:	___ ___
___	21 Who: / Where:	___ ___

YOUNGEST CHILD'S AGE IS 5 - 12

A.8 Child #	A.9 Time of School Yr? Vac'n	Reg	Both	DK/DK	RF	A.10 Vac'n Child Care Arrangements (5 -12)	A.11 Age of Provider	A.12 At School? Yes	No	DK/DR	RF	A.13 School Yr Child Care Arrgmt's (5-12)	A.14 Age of Provider
___	1	2	3	8	9	2 Who: / Where:	___ ___	1	2	8	9	3 Who: / Where:	___ ___
___	1	2	3	8	9	5 Who: / Where:	___ ___	1	2	8	9	6 Who: / Where:	___ ___
___	1	2	3	8	9	8 Who: / Where:	___ ___	1	2	8	9	9 Who: / Where:	___ ___
___	1	2	3	8	9	11 Who: / Where:	___ ___	1	2	8	9	12 Who: / Where:	___ ___
___	1	2	3	8	9	22 Who: / Where:	___ ___	1	2	8	9	23 Who: / Where:	___ ___

IF RESPONDENT HAS NOT PARTICIPATED IN ANY GAIN ACTIVITES GO TO A.17, OTHERWISE BEGIN WITH A.18

A.17 Why did you not participate in any GAIN activities? [PROBE] Any other reasons?

RESP1: _____ [ ]

RESP2: _____ [ ]

RESP3: _____ [ ]

A.18 Are you currently registered for, or still in, the GAIN program, even if you are between activities at this moment?

	NO	2
	YES	1
GO TO INSTRUCTION #1 ⇐	DON'T REMEMBER/DK	8
	RF	9

A.19 When did you finish or leave the GAIN program?

Month	Year	
9 9	9 9	DK/RF

INSTRUCTION #1

IF RESPONDENT HAS PARTICIPATED IN GAIN ACTIVITIES GO TO MODULE B

IF RESPONDENT HAS NOT PARTICIPATED IN ANY GAIN ACTIVITIES GO TO MODULE C

INSTRUCTION #2

IF RESPONDENT PARTICIPATED IN OR IS CURRENTLY PARTICIPATING IN JOB SEARCH (#3 FROM MODULE A), BEGIN WITH B.1, OTHERWISE GO TO B.2

B.1 What kind of GAIN job search were you involved in. Was it . . .

Something you did as part of a class or workshop that teaches people how to look for a job, or 1
Was it something you did mostly on your own? 2
DON'T REMEMBER/DK 8
RF 9

B.2 About how long (have you been attending/did you attend) [MOST RECENT ACTIVITY]?

___ ___ WEEKS/MOS
9 9 DK

INSTRUCTION #3A

IF RESPONDENT HAS NEVER HAD A CHILD CARE ARRANGEMENT OR LEAVES/LEFT CHILD ALONE FOR ALL ACTIVITIES, GO TO MODULE C.

B.3 Did you ever change the person or place you used most often for (YOUNGEST CHILD) during your time in GAIN?

GO TO INSTRUCTION #3 ⇐

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

B.4 What were the major reasons you made such a change? [PROBE] Any other reasons?

RESP1: _____ [ ]
_____
RESP2: _____ [ ]
_____
RESP3: _____ [ ]
_____

INSTRUCTION #3

IF RESPONDENT HAS NOT HAD A CHILD CARE ARRANGEMENT OR LEAVES/LEFT CHILD ALONE FOR MOST RECENT ACTIVITY, GO TO MODULE C.

B.5 About how many hours a week (do/did) you usually use [MOST RECENT CHILD CARE ARRANGEMENT FOR YOUNGEST CHILD DURING MOST RECENT ACTIVITY] while you (attend/attended) [MOST RECENT ACTIVITY]?

___ ___ # HOURS/WEEK
9 9 DK

B.6 Why did you choose this particular arrangement for (YOUNGEST CHILD) during [MOST RECENT ACTIVITY]? [PROBE] Any other reasons?

RESP1: _____ [ ]
_____
RESP2: _____ [ ]
_____
RESP3: _____ [ ]
_____

B.7 Overall, how dependable would you say that these child care arrangements have (been/were)? By dependable I mean that your provider (is/was) available on a consistent basis. Would you say. . .

Very dependable, 1
Somewhat dependable, 2
Somewhat undependable,or 3
Very undependable? 4
DON'T REMEMBER/DK 8
RF 9

B.8 Now that you are familiar with these arrangements for (YOUNGEST CHILD) during [MOST RECENT ACTIVITY], would you choose the same arrangements again, or would you prefer different arrangements?

GO TO B.10 ⇐	DIFFERENT	1
	SAME	2
	DON'T REMEMBER/DK	8
	RF	9

B.9 Why would you prefer different arrangements? [PROBE] Any other reasons?

RESP1: _____ [ ]

RESP2: _____ [ ]

RESP3: _____ [ ]

B.10 If you could have chosen any type of child care arrangements for [YOUNGEST CHILD] while you were in [MOST RECENT ACTIVITY], what arrangements would you have chosen?

RESP1: _____ [ ]

RESP2: _____ [ ]

RESP3: _____ [ ]

B.11 [IF DIFFERENT THAN MOST RECENT ARRANGEMENT, ASK] Why?

RESP1: _____ [ ]

RESP2: _____ [ ]

RESP3: _____ [ ]

MODULE C: GENERAL GAIN CHILD CARE EXPERIENCES

The next few questions are about child care information you may have gotten concerning your children under 12 while you were in the GAIN program. These questions are about the entire time you were in GAIN, even if you didn't participate in any activities. Again, there are no right or wrong answers to these questions and it is okay to say you don't remember.

C.1 First, were you informed that if you wanted help in finding child care you could get help from GAIN or (NAME OF LOCAL R&R) so that you could participate in GAIN?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

C.2 Were you informed that GAIN would pay for adult family members or friends to take care of a person's children under 12 while he or she participated in GAIN activities?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

C.3 Were you informed that GAIN would pay for child care at centers or homes licensed or approved by the government, not just child care provided by family or friends?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

C.4 Which of the following best describes your experience in the GAIN program . . .

I was encouraged more to use family or friends for child care,or 1
I was encouraged more to use licensed child care homes or centers,or 2
Both were encouraged about the same,or 3
There was no encouragement to use either one? 4
DON'T REMEMBER/DK 8
RF 9

C.5 In general, if you needed paid child care so that you could participate in GAIN, would you prefer . . .

Family or friends,or 1
Licensed day care homes or centers,or 2
Both about equally? 3
IT WOULD DEPEND ON THE CIRCUMSTANCES 4
DON'T REMEMBER/DK 8
RF 9

C.6 Were you informed that if you got a job and could no longer receive welfare, GAIN would pay for your child care for up to 3 months after you started that job?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

C.7 Were you informed that if you could not find child care you would not have to participate in GAIN?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

C.8 Did you ever ask any staff from GAIN or (LOCAL R&R) to help you find child care during your time in GAIN?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

C.9 Did you ever receive any help from GAIN staff or staff from (LOCAL R&R) in finding child care?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

INSTRUCTION #4

IF RESPONDENT HAS PARTICIPATED IN GAIN ACTIVITIES, CONTINUE WITH C.10

IF RESPONDENT HAS NOT PARTICIPATED IN ANY GAIN ACTIVITIES BUT HAS HAD A PAID JOB SINCE ENTERING GAIN, GO TO MODULE D

IF RESPONDENT HAS NOT PARTICIPATED IN ANY GAIN ACTIVITIES AND HAS NOT HAD A PAID JOB SINCE ENTERING GAIN, GO TO MODULE E

C.10 Not counting any appointments with GAIN staff, did you ever have to miss time in any GAIN activities, either because the people or places that took care of any of your children under 12 were not available, or because you didn't have any child care arrangements?

YES 1
GO TO C.12 ⇐ NO 2
DON'T REMEMBER/DK 8
RF 9

C.11 About how often did you have to miss time in GAIN activities for these reasons, . . .

Once or twice, 1
3 to 5 times, 2
6 to 10 times, 3
or, more than 10 times? 4
DON'T REMEMBER/DK 8
RF 9

C.12 Did GAIN ever pay for any child care for any of your children under 12 when you were in the program?

YES 1
GO TO C.16 ⇐ NO 2
DON'T REMEMBER/DK 8
RF 9

C.13 How many children did GAIN pay for? ___ ___ #
9 9 DK/RF

C.14 Did GAIN pay for the whole cost of the child care for all of these children, or only part of the cost?

PART OF COST 1
GO TO C.16 ⇐ WHOLE COST 2
DON'T REMEMBER/DK 8
RF 9

C.15 Did you have to pay for any of this child care with your own money? Please do not include here any money that you had to spend in advance but that was later paid back to you by GAIN or any other program.

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

C.16 Did you find that sometimes when you attended GAIN activities it was necessary to leave any of your children who were under 12 home without a babysitter?

	YES	1
GO TO C.18 ⇐	NO	2
	DON'T REMEMBER/DK	8
	RF	9

C.17 How often would you say this happened, . . .

Regularly,	1
Sometimes, or	2
Very infrequently?	3
DON'T REMEMBER/DK	8
RF	9

C.18 During your time in GAIN, did you ever have any problems with child care for any of your children under 12?

	YES	1
GO TO C.22 ⇐	NO	2
	DON'T REMEMBER/DK	8
	RF	9

C.19 What kinds of problems did you have? [PROBE] Any others?

RESP1: _____ [ ]

_____

RESP2: _____ [ ]

_____

RESP3: _____ [ ]

_____

C.20 Did you ever request any help from staff at the GAIN program or (LOCAL R&R) in dealing with these problems?

	YES	1
	NO	2
GO TO C.22 ⇐	DON'T REMEMBER/DK	8
	RF	9

C.21 In general, how would you rate the help you got? Would you say it was...

Very helpful,	1
Somewhat helpful,	2
Not very helpful, or	3
Not at all helpful?	4
DON'T REMEMBER/DK	8
RF	9

C.22 What (do/did) you usually do if any of your children under 12 (are/were) sick when you need(ed) to be at a GAIN activity ? [PROBE] Any thing else?

RESP1: _____ [ ]

_____

RESP2: _____ [ ]

_____

RESP3: _____ [ ]

_____

INSTRUCTION #5

IF RESPONDENT HAS ANY CHILDREN 12 - 14, ASK C.23

IF RESPONDENT HAS NO CHILDREN 12 - 14, GO TO INSTRUCTION #6

C.23 Now I'd like to ask you a question about your (child/children) who (is/was/were) 12 to 14 years old when you were in GAIN. When you (are/were) at a GAIN activity, (are/were) (he/she/they) usually on their own without supervision after school or when school (is/was) out?

GO TO INSTRUCTION #6 ⇐	YES	1
	NO	2
	DON'T REMEMBER/DK	8
	RF	9

C.24 Has that caused you any major problems or worries?

GO TO INSTRUCTION #6 ⇐	YES	1
	NO	2
	DON'T REMEMBER/DK	8
	RF	9

C.25 What kinds of problems or worries? [PROBE] Any others?

RESP1: _____ [ ]

_____

RESP2: _____ [ ]

_____

RESP3: _____ [ ]

_____

INSTRUCTION #6

IF RESPONDENT HAS HAD A PAID JOB SINCE ENTERING GAIN, GO TO MODULE D

IF RESPONDENT HAS NOT HAD A PAID JOB SINCE ENTERING GAIN, GO TO MODULE E

INSTRUCTION #7

USE THIS MODULE ONLY IF RESPONDENT HAS HAD A JOB SINCE ENTERING GAIN

My last set of questions has to do with child care and work.

D.1 When did you start working at your most recent job? ___ ___ Month ___ ___ Year
9 9 9 9 DK/RF

D.2 Are you still working at this job?

NO 2
YES 1
DON'T REMEMBER/DK 8
RF 9

GO TO D.4 ⇐

D.3 When did you stop working at that job? ___ ___ Month ___ ___ Year
9 9 9 9 DK/RF

D.4 On average, how many hours per week do/did you work during your (current/most recent) job?

___ ___ Hours per week
9 9 DK/RF

D.5 Did you begin this job as an on-the-job training activity set up by the GAIN program? For example, did you sign a participation contract with the GAIN program when you began this job?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

GO TO INSTRUCTION #8 ⇐

D.6 Were you ever hired as a regular employee at that job?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

INSTRUCTION #8

IF RESPONDENT HAS NOT HAD A CHILD CARE ARRANGEMENT OR LEAVES/LEFT CHILD ALONE FOR MOST RECENT JOB, GO TO D.10.

D.7 Overall, how dependable would you say [MOST RECENT CHILD CARE ARRANGEMENTS FOR YOUNGEST CHILD WHILE WORKING] (are/were)? By dependable, I mean that the person or place is available on a consistent basis. Would you say . . .

Very dependable, 1
Somewhat dependable, 2
Somewhat undependable, or 3
Very undependable? 4
DON'T REMEMBER/DK 8
RF 9

D.8 Since you started working at your (current/most recent) job, did you ever change the person or place you used most often to care for [YOUNGEST CHILD]?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

GO TO D.10 ⇐

D.9 What were the major reasons you made such a change? [PROBE] Any others?

RESP1: _____ [ ]

_____

RESP2: _____ [ ]

_____

RESP3: _____ [ ]

_____

D.10 Did you ever miss time at your most recent job, either because the people or places that took care of any of your children under 12 were not available, or because you did not have any child care arrangements?

YES 1
NO 2
GO TO D.12 ⇐ DON'T REMEMBER/DK 8
RF 9

D.11 About how often have you had to miss time at that job for this reason . . .

Once or twice, 1
Three to five times, 2
Six to ten times or, 3
More than ten times? 4
DON'T REMEMBER/DK 8
RF 9

D.12 Are you currently receiving cash aid from AFDC (Aid to Families with Dependent Children)?

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

D.13 Since you first started the GAIN program, did you ever leave AFDC because you got a job?

YES 1
GO TO INSTRUCTION #9 ⇐ NO 2
DON'T REMEMBER/DK 8
RF 9

D.14 Did GAIN ever pay for child care for any of your children under 12 during the first few months after you left AFDC and started working?

NO 2
GO TO D.16 ⇐ YES 1
GO TO INSTRUCTION #9 ⇐ DON'T REMEMBER 8
DK/RF 9

D.15 Why didn't you receive paid child care at that time from GAIN? [PROBE] Any other reasons?

RESP1: _____ [ ]

RESP2: _____ [ ]

RESP3: _____ [ ]

GO TO INSTRUCTION #9 ON NEXT PAGE

D.16 For how many of your children (do/did) you receive this paid child care? ___ ___ # CHILDREN
9 9 DK/RF

D.17 When you were working and receiving this paid child care from GAIN, did GAIN pay the whole cost, or only part of the cost?

GO TO INSTRUCTION #9 ⇐ WHOLE COST 1
PART OF THE COST 2
DON'T REMEMBER/DK 8
RF 9

D.18 Did you have to pay for any of this child care with your own money? Please do not include here any money that you had to spend in advance but that was later paid back to you by GAIN or any other program.

YES 1
NO 2
DON'T REMEMBER/DK 8
RF 9

INSTRUCTION #9

IF RESPONDENT HAS NOT HAD A CHILD CARE ARRANGEMENT OR LEAVES/LEFT CHILD ALONE FOR MOST RECENT JOB, GO TO D.23.

D.19 Altogether, during your (current/most recent) job, about how much did the people or places that took care of your children charge per week for their services? I am interested here in the total cost for all your children under 12, even if part of this was paid for by GAIN or another program. (PROBE FOR MORE RECENT WEEKS IF COST CHARGED HAS CHANGED OVER TIME)

$___ ___ PER WEEK
9 9 DK

D.20 About how much (does/did) the person or place that (currently/most recently) (took/takes) care of (YOUNGEST CHILD) while you work(ed) charge per hour? (PROBE FOR GROSS COSTS, NOT OUT OF POCKET EXPENSES)

$___ ___ .___ ___ PER HOUR

[IF HOURLY RATE NOT KNOWN, PROBE FOR:

$_____PER DAY 1 WEEK 2 MONTH 3

FOR _____ HOURS PER INDICATED TIME UNIT

DK 9999

D.21 Now that you are familiar with these arrangements for (YOUNGEST CHILD) during your (current/most) recent job, would you choose the same child care arrangements again, or would you prefer different arrangements?

	DIFFERENT	1
	SAME	2
GO TO D.23 ⇐	DON'T REMEMBER/DK	8
	RF	9

D.22 Why would you prefer different arrangements? [PROBE] Any other reasons?

RESP1: _____ [ ]

_____

RESP2: _____ [ ]

_____

RESP3: _____ [ ]

_____

D.23 What (do/did)you usually do if any of your children under 12 (are/were) sick when you need(ed) to be at work? [PROBE] Anything else?

RESP1: _____ [ ]

_____

RESP2: _____ [ ]

_____

RESP3: _____ [ ]

_____

D.24 Did you find that sometimes when you were at work it was necessary to leave any of your children who were under 12 home without a babysitter?

	YES	1
	NO	2
GO TO D.26 ⇐	DON'T REMEMBER/DK	8
	RF	9

D.25 How often would you say it (is/was) necessary to do this? Would you say. . .

On a regular basis,	1
Sometimes,	2
or, Very infrequently?	3
DON'T REMEMBER/DK	8
RF	9

D.26 During your (current/most recent) job, did you ever have any problems with child care for any of your children under 12?

YES	1
NO	2
DON'T REMEMBER/DK	8
RF	9

GO TO D.28 ⇐

D.27 What kinds of problems did you have? Any others?

RESP1: _____ [ ]

_____

RESP2: _____ [ ]

_____

RESP3: _____ [ ]

_____

D.28 During any of the jobs you have held since you first started GAIN, have you ever used child care subsidized by the government for any of your children under 12? By subsidized care, I mean free care or care at a reduced rate. Please do not include any child care paid for by GAIN.

YES	1
NO	2
DON'T REMEMBER/DK	8
RF	9

INSTRUCTION #10

IF NOT CURRENTLY WORKING, GO TO MODULE E

IF CURRENTLY WORKING, GO TO CONCLUSION SECTION

E.1 What would you say are the major reasons that you are not working at this time? Any others?

RESP1: _____ [ ]

_____

RESP2: _____ [ ]

_____

RESP3: _____ [ ]

_____

CONCLUSION

That's the end of my questions. Do you have any other comments you would like to make?

_____

_____

_____

_____

Thank you very much for sharing your opinions with us. Have a nice day/evening.

Respondent's Name: _____

Respondent's Phone Number: (___) ___-____

TIME ENDED: _____ TOTAL LNGTH OF INTRVW: _____ INTERV'R NO.: _____

EDITOR NO. 1: _____

EDITOR NO. 2: _____

CODER NO. : _____

APPENDIX B

APPENDIX B

CHILD CARE SURVEY METHODOLOGY AND SAMPLE ISSUES

This appendix analyzes the response rates for the child care survey, compares respondents to nonrespondents, and assesses possible sample nonresponse bias.

I. Development of the Survey Instrument

The survey instrument was developed by MDRC, with assistance from the State Department of Social Services, legislative staff, county representatives, and child care advocacy groups, and was designed to accommodate, as much as possible, the particular concerns of each group. A pre-test was conducted to evaluate the efficiency and accuracy of the survey instrument; as a result, slight modifications and additions were made. A Spanish-language version of the survey was also written.

II. Data Collection Methodology and Analysis of the Sample

Both telephone and in-person interviews were conducted between August and November 1988 by NuStats, Inc., an independent research firm. The interview lasted about twenty minutes. Although the research design called for the survey to be conducted by telephone, there was concern whether those registrants who could not be reached by phone may have been different in many respects from those who could be reached. To investigate this, NuStats attempted in-person interviews in three counties (Kern, San Mateo, and Santa Clara) for those cases where repeated telephone attempts had failed.

The initial sample size was 1,323 registrants, including both the primary sample -- those who registered for GAIN between December 1986 and June 1987 -- and the supplemental sample -- those who registered for GAIN in January and February 1988 in Kern, San Mateo, or Santa Clara county. To be eligible for the child care analysis, GAIN single-parent registrants in the larger random sample used in MDRC's second report on GAIN had to have attended an orientation and have at least one child under the age of twelve. Program tracking records from the counties were primarily used to identify the registrants who met these criteria. However, in some counties complete data on children's ages were not available from this source. Therefore, several questions on the survey were used to identify registrants who did not meet this criterion so that they could be eliminated from the analysis. In addition, since data on orientation attendance in Fresno were not available to the study from program records, all single-parent mandatory registrants in that county were included in the child care survey and respondents were asked whether or not they attended a GAIN orientation. Those who did not were excluded from the analysis.

Based on the initial contact, 9 percent (120 cases) of the original sample were not included in the analysis because they did not qualify (had never attended an orientation or did not have children under the age of twelve). Of the 1,203 registrants in the primary and supplemental sample who met the survey eligibility criteria, 852 completed the survey, for an overall response rate of 71 percent. (The survey response rate when the 120 cases are included as completed interviews is 73 percent.)

It is likely that part of the nonrespondent sample was also ineligible for the survey but, because they were never contacted, remained in the total fielded base of 1,203 registrants. If it had been possible to exclude the ineligibles in the nonrespondent sample, the overall response rate for those eligible would have been higher than 71 percent.

Ninety-two percent of the respondents were interviewed by telephone; the rest were interviewed in person (all in the three counties mentioned above). Telephone interviews account for slightly more of the primary sample than of the supplemental sample (93 percent compared to 87 percent), and for approximately equal percentages of mandatory (92 percent) and voluntary (91 percent) registrants.

III. Variation in Response Rates

Table B.1 shows response rates by county and GAIN status. The supplemental sample produced a statistically significant higher response rate (82 percent) than the primary sample (67 percent). The difference is probably due to the relatively more current locating information for the supplemental sample, a direct result of its having been drawn more recently.

Response rates varied considerably by county. Counties in the supplemental sample had the highest overall response rates: Santa Clara was the highest at 80 percent, followed by San Mateo and Kern. Fresno was the lowest at 61 percent.

It would be expected that counties where in-person interviewing was done would also have higher response rates. In fact, the only counties with response rates greater than 70 percent in the primary sample were Santa Clara and San Mateo, two of the counties with in-person interviews. However, the third county with in-person interviewing, Kern, had one of the lower primary sample response rates, 63 percent.

Mandatory and voluntary registrants had similar response rates: in the primary sample, 68 percent for mandatory registrants and 67 percent for volunteers; in the supplemental, 79 percent for mandatory registrants and 86 percent for volunteers.

A. Reasons for Nonresponse

The majority of nonrespondents are GAIN registrants who could not be located (for example, those without telephones or those with no good recent telephone or address information -- slightly more than one-half of the nonrespondents) and registrants who could

Table B.1

Response Rates by County, GAIN Status, and Sample Type

County and GAIN Status	Child Care Sample	Supplemental Sample	Total
County			
Napa	66.7%	n/a%	66.7%
San Mateo	70.8	85.1	75.2
Butte	69.6	n/a	69.6
Ventura	65.7	n/a	65.7
Kern	62.8	80.2	72.8
Stanislaus	61.9	n/a	61.9
Santa Clara	77.4	82.1	79.6
Fresno	60.8	n/a	60.8
GAIN Status			
Mandatory	67.6	79.2	69.9
Voluntary	66.8	86.3	72.1
Total	67.5	82.2	70.8
Number of GAIN Registrants	928	275	1203

SOURCE: MDRC Child Care Survey.

NOTES: "N/a" indicates the county was not included in the supplemental sample.

Tests of statistical significance were not examined.

be located but who could not be reached (either because there was never an answer or because the sample member was not at home when an interviewer called -- about one-fifth of the nonrespondents). Only about 3 percent of the nonrespondents refused to be interviewed.

B. Respondent Attributes and Sample Bias

This section analyzes survey response patterns to assess whether sample attrition may have introduced some bias into the findings discussed in this report. Because data on registrants' attendance at orientation and many background characteristics were not collected from Fresno for this study, the following analysis of nonresponse bias is based only on the remaining seven counties. It is expected that the patterns observed for these seven counties would also apply to Fresno.

1. Child Care Sample (Primary Sample). The most striking difference between the respondents and nonrespondents in the primary sample is that respondents had a much higher participation rate in GAIN within the first four months after orientation, based on program tracking data collected for MDRC's second report on GAIN. (See Table B.2.) More than one-half of the mandatory respondents participated in some GAIN activity within the first four months after orientation, compared to slightly more than one-third of the nonrespondents. The comparable proportions for volunteer registrants are about two-thirds for respondents and two-fifths for nonrespondents.

The two samples differ less in their demographic characteristics. Respondents were more likely to be recipients of rather than applicants to AFDC, probably because better contact information was available for those who had already been receiving welfare. Respondents in both the mandatory and volunteer samples were also more likely to be Hispanic. In the mandatory sample the percentage of blacks is significantly lower for respondents than for nonrespondents; in the volunteer sample the percentage of whites is significantly lower for respondents than for nonrespondents.

An important similarity between the two samples is in the number and ages of registrants' children. Although respondents have slightly more children, especially children under the age of twelve, this difference is not generally statistically significant. (The exception is the volunteer registrant sample, where a significantly higher percentage of respondents have children under the age of six.)

In general, the results of the analysis in this report probably would not have changed much if a higher percentage of the fielded sample had been interviewed. With the exception of AFDC status, there are not major differences between respondents and nonrespondents. It seems probable, based on their greater participation in GAIN, that respondents were more likely to meet the criteria for obtaining GAIN child care funds, and to use them, than were nonrespondents. If anything, the report may somewhat overstate the use of child care.

2. Supplemental Sample. As would be expected, given the fairly high response rate for the supplemental sample, there are few statistically significant differences between

Table B.2

Selected Characteristics of the Child Care Sample,
by GAIN Status and Response Status

Characteristic	Mandatory		Voluntary	
	Nonrespondents	Respondents	Nonrespondents	Respondents
AFDC status (%)				
Applicant	50.0	29.9 ***	38.5	27.3 ***
Recipient	48.1	69.5 ***	56.7	70.8 **
Data not available	1.9	0.6	4.8	1.9
Average age (years)	31.5	32.4	25.8	26.9
Ethnicity (%)				
White	58.2	53.9	63.5	53.1 *
Hispanic	17.1	27.4 **	13.5	27.8 ***
Black	17.7	12.3 *	17.3	15.3
American Indian	3.2	1.4	1.0	0.5
Indochinese	1.3	3.7	1.0	0.5
Other Asian	1.3	0.9	2.9	1.4
Data not available	1.3	0.6	1.0	1.4
Limited English (%)				
Yes	4.4	10.0 **	3.9	5.7
No	91.8	84.3 **	92.3	90.4
Data not available	3.8	5.7	3.9	3.8
Primary language (%)				
English	89.9	84.9	94.2	94.3
Spanish	6.3	9.4	2.9	3.8
Chinese	0.0	0.3	0.0	0.0
Laotian	0.0	0.0	0.0	0.0
Vietnamese	0.0	3.4	1.0	0.0
Other	1.3	0.3	0.0	1.0
Data not available	2.5	1.7	1.9	1.0
Number of children (%)				
1	36.7	34.2	42.3	40.7
2	33.5	36.5	27.9	31.1
3	12.7	14.5	14.4	15.3
4 or more	8.2	8.8	1.9	5.7
Data not available	8.9	6.0	13.5	7.2 *
Any children (%)				
Less than 6	14.6	15.1	78.9	87.6 **
6-11	79.8	82.6	26.9	29.2
12-18	23.4	31.1	6.7	12.4
19 or older	2.5	2.0	0.0	0.0
Data not available	8.9	6.0	10.6	6.7
Employed in prior 24 months (%)				
Yes	57.6	54.1	42.3	49.3
No	34.2	38.8	43.3	42.1
Data not available	8.2	7.1	14.4	8.6

(continued)

Table B.2 (continued)

Characteristic	Mandatory		Voluntary	
	Nonrespondents	Respondents	Nonrespondents	Respondents
Sex (%)				
Male	19.6	7.7 ***	3.9	0.0
Female	80.4	92.0 ***	96.2	100.0
Data not available	0.0	0.3	0.0	0.0
Length of time on own AFDC case (%)				
Never	19.0	13.1 *	14.4	12.9
2 years or less	29.8	33.9	38.5	47.9
More than 2 years	36.7	41.3	31.7	30.1
Data not available	14.6	11.7	15.4	9.1 *
High school diploma or GED received (%)				
Yes	38.0	47.3 **	47.1	54.1
No	51.3	44.2	37.5	34.5
Data not available	10.8	8.6	15.4	11.5
Average highest grade	10.8	11.0	11.2	11.5
Did not pass reading or math part of basic skills test (%)	39.2	28.2 **	23.1	23.0
Participated in any activity	36.7	54.1 ***	41.1	62.7 ***
Participated in basic education	13.3	23.1 ***	15.4	25.4 ***
Participated in any job search activity[a]	17.7	14.5	12.5	22.5 **
Participated in vocational education and training[b]	8.2	19.9 ***	19.2	29.2 *
Participated in PREP	0.6	1.1	1.0	0.5
Number of Registrants in the Child Care Sample	158	351	104	209

SOURCE: MDRC review of casefiles.

NOTES: Registrants from Fresno are not included on this table.

"Data not available" refers to information not available for the respondents because the information was missing for the individual, this item was not requested by county staff, or the individual did not reach the stage of the program model where the information was collected.

Participation indicates the individual attended a GAIN activity for at least one day.

Table B.2 (continued)

Chi-square tests were applied to determine whether the percentages in the population from which the sample was drawn were equal for respondents and nonrespondents. For each row, a separate test was applied to the percentages for mandatory respondents and to the percentages for voluntary respondents. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

[a]Job search activities include job club and supervised job search.

[b]Vocational education and training includes program-referred and self-initiated training.

respondents and nonrespondents. (See Table B.3.) As in the primary sample, respondents are more likely to be AFDC recipients. Other statistically significant differences that appear do not seem to fit a pattern and are not likely to bias the analysis.

C. Comparison of Phone and In-Person Respondents

Only the three counties in which in-person interviews were conducted are included in the following comparisons. In-person interviews were conducted only when respondents could not be reached by telephone. The two populations do differ: most notably, respondents to the in-person interviews were more likely to be black or Hispanic and less likely to have a high school diploma. (See Table B.4.) On other measures the two groups do not differ greatly, although the large percentage of cases where these data are not available makes the interpretation of these findings difficult.

Respondents interviewed by telephone and those interviewed in person gave generally similar answers to the interview questions. (See Table B.5.) Respondents' knowledge of GAIN's child care policies was comparable for the two groups; none of the differences were statistically significant. Nor were there significant differences between these two groups in the percentage who participated in GAIN, had a child care arrangement, used GAIN child care funds, or became employed.

Table B.3

Selected Characteristics of the Supplemental Sample,
by GAIN Status and Response Status

Characteristic	Mandatory		Voluntary	
	Nonrespondents	Respondents	Nonrespondents	Respondents
AFDC status (%)				
Applicant	37.5	20.5 **	6.3	5.0
Recipient	62.5	79.5 **	93.8	95.1
Data not available	0.0	0.0	0.0	0.0
Average age (years)	24.7	23.0	22.2	17.8
Ethnicity (%)				
White	50.0	36.1	25.0	39.6
Hispanic	15.6	32.0 *	62.5	24.8 ***
Black	25.0	27.9	12.5	31.7
American Indian	0.0	0.0	0.0	0.0
Indochinese	9.4	2.5	0.0	1.0
Other Asian	0.0	0.8	0.0	3.0
Data not available	0.0	0.0	0.0	0.0
Limited English (%)				
Yes	15.6	4.9 **	0.0	3.0
No	75.0	88.5 *	87.5	88.1
Data not available	9.4	6.6	12.5	8.9
Primary language (%)				
English	87.5	90.2	93.8	93.1
Spanish	3.1	5.7	6.3	0.0
Chinese	9.4	4.1	0.0	5.9
Laotian	0.0	0.0	0.0	0.0
Vietnamese	0.0	0.0	0.0	0.0
Other	0.0	0.0	0.0	0.0
Data not available	0.0	0.0	0.0	1.0
Number of children (%)				
1	37.5	23.0 *	43.8	29.7
2	28.1	26.2	18.8	17.8
3	6.3	14.8	12.5	15.8
4 or more	6.3	9.8	6.3	6.9
Data not available	21.9	26.2	18.8	29.7
Any children (%)				
Less than 6	18.8	10.7	81.3	89.1
6-11	75.0	86.1	31.3	30.7
12-18	15.6	36.1 **	12.5	8.9
19 or older	6.3	0.8 **	0.0	1.0
Data not available	6.3	6.6	12.5	7.9
Employed in prior 24 months (%)				
Yes	46.9	47.5	18.8	41.6 *
No	40.6	42.6	62.5	43.6
Data not available	12.5	9.8	18.8	14.9

(continued)

Table B.3 (continued)

Characteristic	Mandatory		Voluntary	
	Nonrespondents	Respondents	Nonrespondents	Respondents
Sex (%)				
Male	25.0	13.1	6.3	2.0
Female	75.0	86.9	93.8	98.0
Data not available	0.0	0.0	0.0	0.0
Length of time on own AFDC case (%)				
Never	18.8	19.7	12.5	3.0
2 years or less	31.3	27.1	37.5	53.5
More than 2 years	40.6	46.7	37.5	34.7
Data not available	9.4	6.6	12.5	8.9
High school diploma or GED received (%)				
Yes	46.9	45.1	43.8	47.5
No	37.5	45.1	37.5	38.6
Data not available	15.6	9.8	18.8	13.9
Average highest grade	10.6	10.3	10.8	10.8
Did not pass reading or math part of basic skills test (%)	31.3	24.6	31.3	17.8
Number of Registrants in the Supplemental Sample	32	122	16	101

SOURCE: MDRC review of casefiles.

NOTES: "Data not available" refers to information not available for the respondents because the information was missing for the individual, this item was not requested by county staff, or the individual did not reach the stage of the program model where the information was collected.

Chi-square tests were applied to determine whether the percentages in the population from which the sample was drawn were equal for respondents and nonrespondents. For each row, a separate test was applied to the percentages for mandatory respondents and to the percentages for voluntary respondents. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

Table B.4

Selected Characteristics of Child Care Sample Respondents, by Type of Interview

Characteristic	In-person Interview	Telephone Interview
AFDC status (%)		
Applicant	15.7	15.8
Recipient	82.9	82.3
Data not available	1.4	2.0
Average age (years)	25.0	24.8
Ethnicity (%)		
White	15.7	37.9 ***
Hispanic	48.6	28.1 ***
Black	35.7	25.4 *
American Indian	0.0	0.7
Indochinese	0.0	4.2 *
Other Asian	0.0	2.0
Data not available	0.0	1.7
Limited English (%)		
Yes	4.3	6.9
No	85.7	83.7
Data not available	10.0	9.4
Primary language (%)		
English	88.6	87.2
Spanish	7.1	5.2
Chinese	1.4	2.5
Laotian	0.0	0.0
Vietnamese	0.0	2.7
Other	1.4	0.5
Data not available	1.4	2.0
Number of children (%)		
1	27.1	29.1
2	20.0	28.1
3	25.7	13.8 **
4 or more	10.0	7.4
Data not available	17.1	21.7
Any children (%)		
Less than 6	42.9	40.6
6-11	55.7	58.1
12-18	24.3	22.9
19 or older	1.4	0.7
Data not available	11.4	10.6
Employed in prior 24 months (%)		
Yes	40.0	47.3
No	42.9	38.7
Data not available	17.1	14.0

(continued)

Table B.4 (continued)

Characteristic	In-person Interview	Telephone Interview
Sex (%)		
Male	8.6	4.9
Female	91.4	94.1
Data not available	0.0	1.0
Length of time on own AFDC case (%)		
Never	7.1	11.1
2 years or less	31.4	40.2
More than 2 years	44.3	32.8 *
Data not available	17.1	16.0
High school diploma or GED received (%)		
Yes	27.1	47.3 ***
No	61.4	41.1 ***
Data not available	11.4	11.6
Average highest grade	10.3	10.9
Did not pass reading or math part of basic skills test (%)	40.0	27.1 **
Number of Respondents	70	406

SOURCE: MDRC review of casefiles.

NOTES: "Data not available" refers to information not available for the respondents because the information was missing for the individual, this item was not requested by county staff, or the individual did not reach the stage of the program model where the information was collected.

Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for the type of interview categories. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

Table B.5

Measures of Information, Participation, Employment, Use of Child Care, and Use of Child Care Funds for Child Care and Supplemental Sample Respondents, by Type of Interview

Measure	In-person Interview	Telephone Interview
Informed that they could receive help from GAIN/resource and referral agency staff finding child care		
Yes	81.4%	84.7%
No	12.9	10.8
Don't remember	5.7	4.4
Informed that GAIN would pay for adult family members or friends to care for children		
Yes	72.9	73.7
No	20.0	20.7
Don't remember	7.1	5.7
Informed that GAIN would pay for child care at centers or homes licensed or approved by the government		
Yes	84.3	80.5
No	7.1	13.6
Don't remember	8.6	5.9
Informed that GAIN would pay for child care for three months after started job and left welfare		
Yes	60.0	50.0
No	34.3	39.7
Don't remember	5.7	10.3
Informed that would not have to participate in GAIN if they could not find child care		
Yes	27.1	21.9
No	64.3	60.1
Don't remember	8.6	18.0
Participated in any GAIN activity	77.1	69.7
Participated in GAIN and used a child care arrangement	61.4	55.2
Used GAIN in-program child care funds	38.6	35.0
Employed during survey follow-up period	34.3	37.0
Number of Respondents	70	406

(continued)

Table 8.5 (continued)

SOURCE: MDRC Child Care Survey.

NOTE: Chi-square tests were applied to each row of the table to determine whether the percentages in the population from which the sample was drawn were equal for the type of interview categories. A statistically significant result indicates that there is little chance they are equal in the population. Statistical significance levels are indicated as: * = 10 percent; ** = 5 percent; *** = 1 percent.

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